Cumulative Impact Areas Alcohol Licensing Review

A review of Crime and anti-social behaviour FY 21/22

Regulatory Services; Divisional Analytical and Business Service
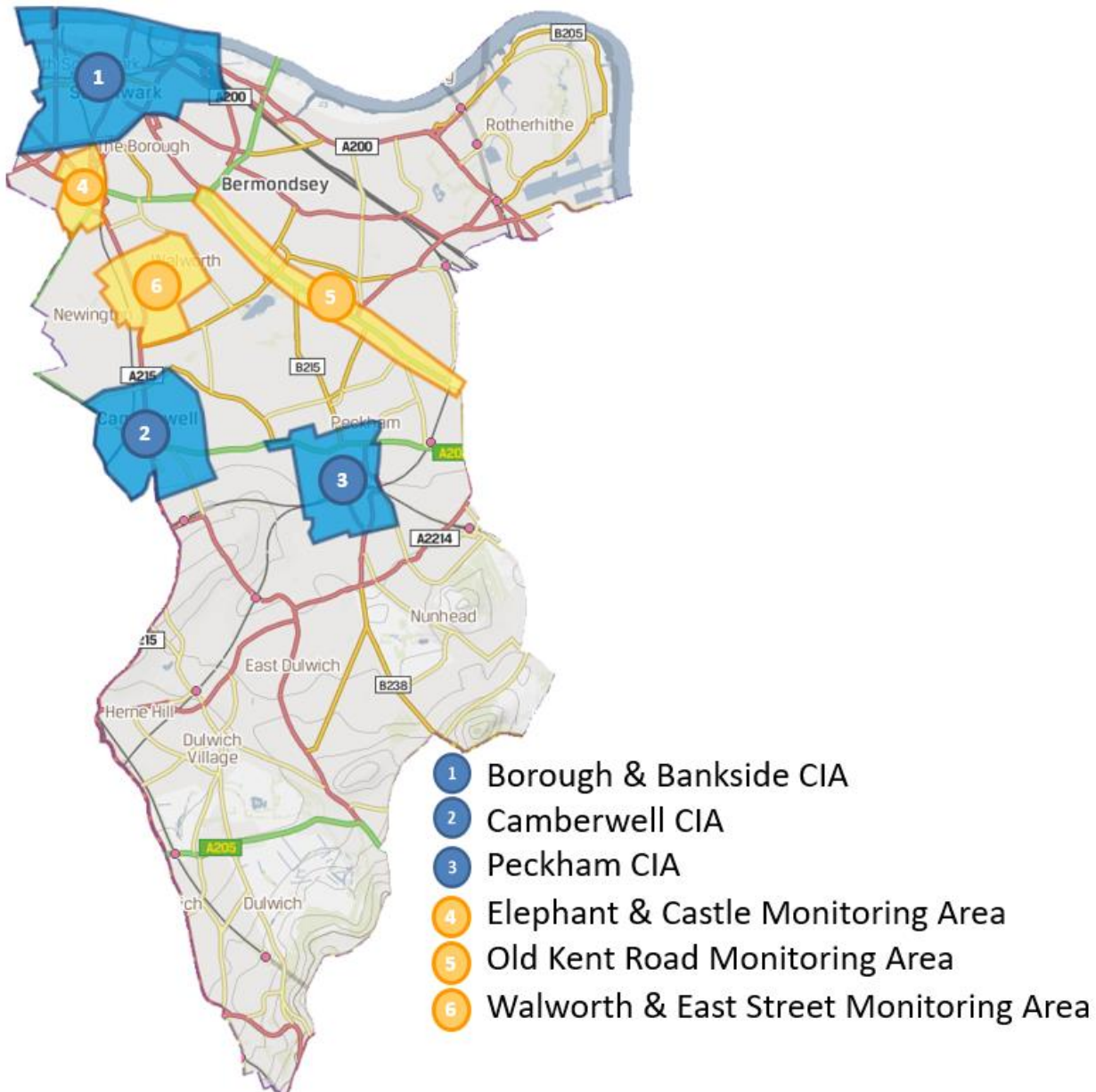
JULY 2022

Introduction:

Cumulative Impact Areas (CIAs), sometimes known as zones, were introduced to support the LB Southwark Licensing policy aims of reducing the negative impact of alcohol on residents, visitors and businesses in the borough.

Three CIAs were introduced between 2008 and 2011, in the areas of Borough and Bankside (2011), Camberwell (2008) and Peckham (2009), as well as, three monitoring areas at Elephant & Castle, Walworth and Old Kent Road. The monitoring areas are locations that did not yet warrant a CIA but where alcohol related disorder was still a potential issue.

Current CIA and Alcohol Monitoring Areas

1 Borough & Bankside CIA
2 Camberwell CIA
3 Peckham CIA
4 Elephant & Castle Monitoring Area
5 Old Kent Road Monitoring Area
6 Walworth & East Street Monitoring Area

Methodology:

Analysis was undertaken on four incident report types, using local MPS crime data and London Ambulance Service (LAS) alcohol call-out data covering financial years 2015/16 to 2021/22.

Two separate crime data cohorts were used. The first cohort, in line with previous reviews, was all crime reports with a drink related feature code[1]. The second cohort, a bespoke violent crime dataset, was introduced in 2018/19. Incidents of domestic abuse, road rage and safeguarding offences have been removed from the bespoke crime dataset. BTP crime data is not included in the analysis.

Anti-social behaviour (ASB) calls to the police were also examined for the same time period. Any ASB call categorised as rowdy behaviour or street drinking with an alcohol flag have been included in the dataset.

Data Summary:

Alcohol related reports by area and year as a percentage of the borough total		FY15/16	FY16/17	FY17/18	FY18/19	FY19/20	FY20/21	FY21/22	% Change FY20/21 cf. FY21/22
CIA Areas	Alcohol Related Rowdy Behaviour and Street Drinking	36.7	36.0	33.8	30.3	36.3	26.4	30.2	3.8
	LAS Calls Outs	31.0	32.9	33.4	41.6	44.7	38.2	44.5	6.3
	Alcohol Flagged Violence	29.5	35.9	37.7	34.5	25.3	19.6	29.1	9.5
	Violence With Injury - (not including DA)				36.2	25.4	18.7	24.5	5.8
Monitoring Areas	Alcohol Related Rowdy Behaviour and Street Drinking	11.8	13.1	9.5	15.7	13.0	11.8	14.4	2.6
	LAS Calls Outs	14.7	13.7	13.6	20.0	26.7	26.9	25.7	-1.2
	Alcohol Flagged Violence	19.6	18.9	17.5	22.4	14.2	15.2	14.7	-0.5
	Violence With Injury - (not including DA)				18.6	12.9	13.2	12.6	-0.6
Alcohol Flagged Rowdy Behaviour & Street Drinking	1. Borough & Bankside CIA	21.8	18.7	13.5	16.6	20.3	13.2	17.6	4.4
	2. Camberwell CIA	7.0	9.6	9.5	7.6	7.9	7.7	6.7	-1.0
	3. Peckham CIA	7.9	7.8	10.8	6.1	8.1	5.5	5.9	0.4
	4. Elephant & Castle Monitoring Area	4.5	6.4	6.1	7.3	6.4	3.6	2.7	-0.9
	5. Old Kent Road Monitoring Area	2.3	2.7	1.4	3.2	3.8	3.1	5.0	1.9
	6. Walworth & East Street Monitoring Area	5.0	4.0	2.0	5.2	2.8	5.0	6.7	1.7
LAS Call Outs	1. Borough & Bankside CIA	17.7	21.4	20.5	25.5	29.1	17.4	28.1	10.7
	2. Camberwell CIA	7.7	6.1	6.9	8.9	7.6	10.5	7.6	-2.9
	3. Peckham CIA	5.5	5.4	6.1	7.3	8.0	10.3	8.8	-1.5
	4. Elephant & Castle Monitoring Area	7.3	6.6	6.6	8.1	13.2	10.8	11.8	1.0
	5. Old Kent Road Monitoring Area	2.4	2.5	2.5	7.5	8.4	8.2	7.6	-0.6
	6. Walworth & East Street Monitoring Area	5.0	4.6	5.3	4.5	5.1	7.8	6.3	-1.5
Alcohol Flagged Non DA Violence	1. Borough & Bankside CIA	17.2	19.8	18.8	18.3	13.7	9.4	17.5	8.1
	2. Camberwell CIA	5.4	6.0	8.4	5.9	6.6	5.8	7.9	2.1
	3. Peckham CIA	7.0	10.1	10.4	10.2	5.1	4.5	3.8	-0.7
	4. Elephant & Castle Monitoring Area	8.2	8.8	8.4	11.2	4.8	2.7	4.5	1.8
	5. Old Kent Road Monitoring Area	3.0	3.7	3.2	7.1	3.3	5.4	6.5	1.1
	6. Walworth & East Street Monitoring Area	8.4	6.5	5.8	4.0	6.1	7.1	3.8	-3.3
Violence With Injury - (not including DA)	1. Borough & Bankside CIA				14.2	10.4	6.2	11.9	5.7
	2. Camberwell CIA				8.8	8.9	7.1	6.1	-1.0
	3. Peckham CIA				13.2	6.1	5.4	6.5	1.1
	4. Elephant & Castle Monitoring Area				6.0	2.7	2.8	3.1	0.3
	5. Old Kent Road Monitoring Area				7.4	5.0	5.6	5.5	-0.1
	6. Walworth & East Street Monitoring Area				5.3	5.2	4.8	3.9	-0.9

[1] 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.

Financial Year Table Summary:

The table above shows the proportion each area represents of the borough total. There are significant increases in the proportions in 2021/22 when compared with the 2020/21, most likely due to COVID restrictions which periodically closed licensed premises. However, when comparing with 2019/20, the proportions are at a similar level.

The upturn in alcohol related LAS call outs from 2018/19 is a result of a methodology change within the report. Where previously this dataset was mapped as a point basis, that year it was changed to LSOA[2] (see map p.7).

A new addition to the review document was the introduction of a bespoke violence dataset[3] in 2018/19. UK studies have suggested that between 25% and 40% of violent crime involves a perpetrator who has been drinking, and in 2017/18 the Crime Survey of England and Wales reported that victims believed the offender(s) to be under the influence of alcohol in 39% of all violent incidents.

As crime reports with an alcohol related feature code are only a minority of all violence in the borough, this dataset has been added to support decision makers in understanding the prevalence of violence offences within the area. The bespoke violence dataset is only violence that happens on the street and commercial premises.

Key Statistics:

In the 2021/22 financial year, Southwark's CIAs accounted for the following percentage of reports in the borough:

- 30.2% of alcohol related rowdy behaviour and street drinking;
- 44.5% of alcohol related ambulance call outs;
- 29.1% of alcohol related violence;
- 24.5% of the bespoke violence dataset.

For the same period, Southwark's monitoring areas accounted for the following percentage of reports in the borough;

- 14.4% of alcohol related rowdy behaviour and street drinking;
- 25.7% of alcohol related ambulance call outs;
- 24.7% of alcohol related violence;
- 12.6% of the bespoke violence dataset.

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[2] Lower Layer Super Output Area – A geographical census area.
[3] Domestic Abuse, 'Road Rage' and Child Safeguarding crime not included.
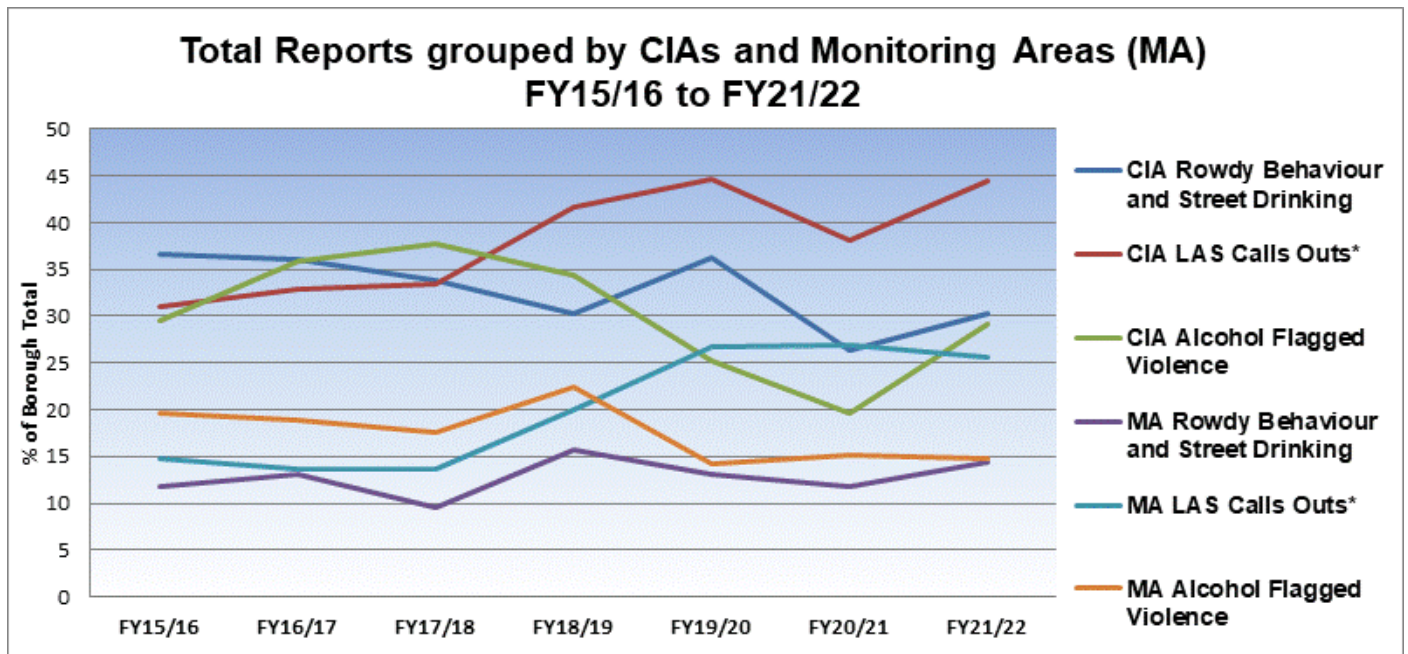
Points to Note:

Borough and Bankside CIA is made up of Borough and Bankside ward and the western area of London Bridge and West Bermondsey ward. These are the highest wards in Southwark for crime, with both wards having a high footfall throughout the week. They are the main commercial and tourist area in the borough, and host a major London rail station. As such, higher numbers of alcohol related crime and disorder are more likely.

The below table highlights the rate of alcohol related crime and ASB as a rate per square kilometre. Recognising that the geographical size of the six areas vary, an incident rate per square kilometre has been used to provide a fairer comparison.

	Area by Sq Km	Rate per Sq Km
Borough & Bankside CIA	1.68	73
Camberwell CIA	0.91	55
Peckham CIA	0.75	47
Elephant & Castle Monitoring Area	0.28	86
Old Kent Road Monitoring Area	0.64	61
Walworth Monitoring Area	0.64	39

Consideration should be given to a CIA being implemented at Elephant & Castle as it the smallest of the six areas but has a considerably higher rate of alcohol related crime and ASB than the other areas.

Long term trends since the introduction of CIAs

*Upturn in LAS call-outs proportion due to new count methodology.

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Percentage Proportion per area over time - Alcohol Linked Reports (Rowdy Behaviour, Street Drinking, Violence)
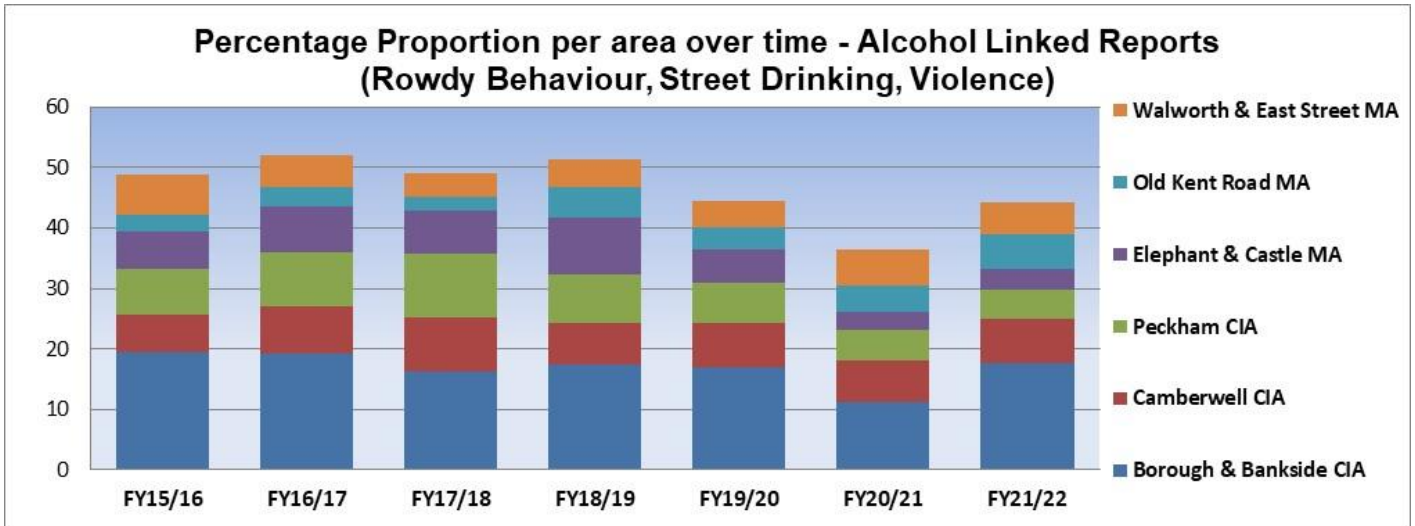
CIAs -

- Proportional changes of alcohol related violence across the CIAs are not particularly statistically significant, with a similar level in 2015/16 as in 2021/22. The exception to this is 2020/21 where restrictions were in place for much of the year due to the Covid-19 epidemic.
- The overall increases in alcohol related LAS call outs are as a result of methodology change.
- The level of reported alcohol related rowdy behaviour and street drinking in the CIAs is at its lowest since the introduction of the policy (with the exception of 2020/21).

Monitoring Areas –

- Reports across Violence, ASB and Ambulance data all showed a proportional decrease in the monitoring areas with violence levels and alcohol related rowdy behaviour and street drinking lower than at their peak in FY18/19.

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Hotspot Maps FY21/22:

Rowdy Behaviour & Street Drinking ASB calls (404 reports)

- ❖ Borough & Bankside CIA has over double the number of calls (71) than the next highest areas of Camberwell (27) and Walworth (27).

- ❖ All areas have seen only minor fluctuations over the last seven years (with the exception of 2020/21 when COVID-19 restrictions were in place for much of the year.)

- ❖ Report numbers are higher throughout the evenings, with the peak being between 23:00 and 00:00. 47% of offences took place between 23:00 and 04:59.

Alcohol-related ambulance call-outs (1664 reports)

- ❖ The Borough & Bankside CIA has 28.1% of the total annual call-out rates. It continues to be notably higher than the other areas.

- ❖ The higher rates of LAS alcohol related call-outs broadly tally with the current locations of the cumulative impact areas with the exception of Old Kent Road.

- ❖ Elephant & Castle monitoring area has higher call-out numbers (197) than both Peckham (146) and Camberwell (126).

■	69 to 86
■	52 to 69
■	35 to 52
■	18 to 35
□	1 to 18

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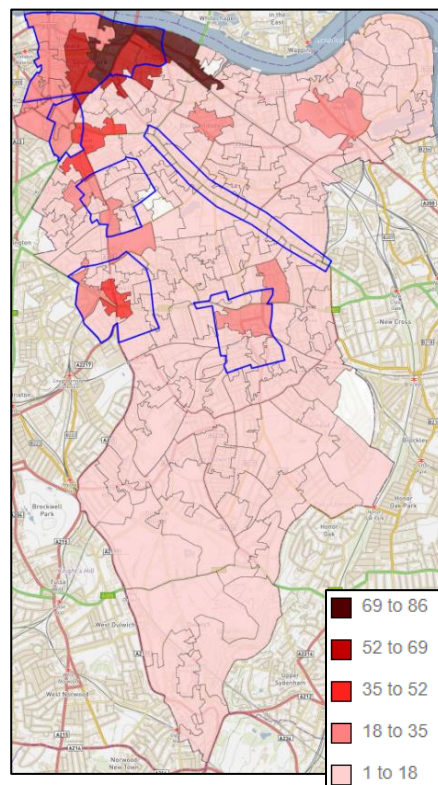
Alcohol flagged violent crime (292 reports)

❖ In FY21/22 the number of alcohol flagged violence reports in Borough & Bankside CIA was over double that of the next highest area, Camberwell.

❖ Both Old Kent Road and Elephant & Castle monitoring areas had more alcohol flagged crime than Peckham CIA.

Violence with Injury reported crimes (2241 reports)

❖ As mentioned in the introduction, UK studies have suggested that between 25% and 40% of violent crime involves a perpetrator who has been drinking. This would suggest between 560 and 896 Violence with Injury (VWI) offences in Southwark during 2021/22.

❖ Although Borough & Bankside has the highest volume of VWI (267), both Peckham and Camberwell have higher volumes than the monitoring areas.

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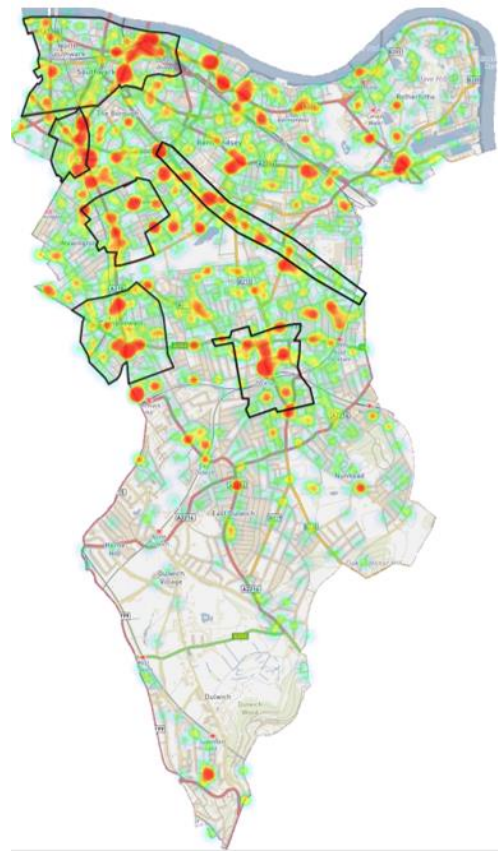
CIA Temporal Grids – Alcohol Linked Reports (Rowdy Behaviour, Street Drinking and Violence)

Borough & Bankside CIA

Hour Banding	MON	TUE	WED	THU	FRI	SAT	SUN	Total
0000-0059	1			1	1	3	3	9
0100-0159	2	2		3		4	2	13
0200-0259			1					1
0300-0359	1			2		1	1	5
0400-0459		1			2	1	2	6
0500-0559				1				1
0600-0659		1						1
0700-0759						1		1
0800-0859						1	1	2
0900-0959							1	1
1000-1059	1				1			2
1100-1159								0
1200-1259	1			1				2
1300-1359	2							2
1400-1459						2		2
1500-1559				1		2		3
1600-1659	1		1		1	1		4
1700-1759					1	1	1	3
1800-1859	1	3	2	2	3	3	3	17
1900-1959	1	4		1	2	1		9
2000-2059					3	2	2	7
2100-2159	1	1	1		1	2		6
2200-2259		2	1	2	1	3	2	11
2300-2359		1	1	2	4	5	1	14
Grand Total	12	15	7	16	20	33	19	122

Camberwell CIA

Hour Banding	MON	TUE	WED	THU	FRI	SAT	SUN	Total
0000-0059						1	1	2
0100-0159	1	1	1	1	1		2	7
0200-0259	1	2		1		1	2	7
0300-0359						1	1	2
0400-0459		1				2	1	4
0500-0559								0
0600-0659							1	1
0700-0759		1						1
0800-0859								0
0900-0959							1	1
1000-1059				1				1
1100-1159				1				1
1200-1259		1			1			2
1300-1359	1					1		2
1400-1459	1							1
1500-1559		1			1	2		4
1600-1659		1						1
1700-1759				1	1		2	4
1800-1859		1					1	2
1900-1959						1		1
2000-2059	1							1
2100-2159								0
2200-2259		1		1	1			3
2300-2359	1	1						2
Grand Total	6	11	1	4	7	9	12	50

Peckham CIA

Hour Banding	MON	TUE	WED	THU	FRI	SAT	SUN	Total
0000-0059	2					2	1	5
0100-0159						1		1
0200-0259					1			1
0300-0359							1	1
0400-0459								0
0500-0559								0
0600-0659								0
0700-0759								0
0800-0859						1		1
0900-0959								0
1000-1059								0
1100-1159								0
1200-1259		2						2
1300-1359					1			1
1400-1459	1			1				2
1500-1559	1							1
1600-1659	1						1	2
1700-1759								0
1800-1859				1				1
1900-1959				1				1
2000-2059						1	1	2
2100-2159	1	2			1	3		7
2200-2259			2	1				3
2300-2359						3	1	4
Grand Total	6	4	2	4	3	11	5	35

Monitoring Areas Temporal Grids – Alcohol Linked Reports (Rowdy Behaviour, Street Drinking and Violence)

Elephant & Castle Monitoring Area

Hour Banding	MON	TUE	WED	THU	FRI	SAT	SUN	Total
0000-0059				1			1	2
0100-0159					1			1
0200-0259			1				1	2
0300-0359			1			1		2
0400-0459					1		1	2
0500-0559							1	1
0600-0659							1	1
0700-0759			1				1	2
0800-0859								0
0900-0959								0
1000-1059								0
1100-1159							1	1
1200-1259								0
1300-1359								0
1400-1459								0
1500-1559					1			1
1600-1659								0
1700-1759							2	2
1800-1859								0
1900-1959					1			1
2000-2059								0
2100-2159	1							1
2200-2259	1				1			2
2300-2359	1					1	1	3
Grand Total	3	0	3	1	5	2	10	24

Old Kent Road Monitoring Area

Hour Banding	MON	TUE	WED	THU	FRI	SAT	SUN	Total
0000-0059						1		1
0100-0159							1	1
0200-0259				3			1	4
0300-0359			1					1
0400-0459			1			2	1	4
0500-0559						1	1	2
0600-0659	1						1	2
0700-0759							1	1
0800-0859								0
0900-0959		1						1
1000-1059								0
1100-1159	1					1		2
1200-1259								0
1300-1359						1		1
1400-1459						1		1
1500-1559	1				1	1		3
1600-1659							1	1
1700-1759					1			1
1800-1859	1					1	1	3
1900-1959			1					1
2000-2059	1				1		1	3
2100-2159								0
2200-2259		1				1	1	3
2300-2359			1		2			3
Grand Total	5	2	4	5	3	10	10	39

Walworth Monitoring Area

Hour Banding	MON	TUE	WED	THU	FRI	SAT	SUN	Total
0000-0059			1	1		1		3
0100-0159								0
0200-0259						2		2
0300-0359							1	1
0400-0459						1		1
0500-0559						1	1	2
0600-0659	1							1
0700-0759								0
0800-0859							1	1
0900-0959								0
1000-1059						1		1
1100-1159	1	1			1			3
1200-1259								0
1300-1359						1		1
1400-1459								0
1500-1559			1					1
1600-1659								0
1700-1759			1			1		2
1800-1859								0
1900-1959	1					1	1	3
2000-2059	2							2
2100-2159								0
2200-2259								0
2300-2359					1			1
Grand Total	5	1	3	1	2	9	4	25

Proposed extension to Elephant and Castle monitoring area.

Due to the regeneration of Elephant and Castle which will provide around 50 new restaurants, shops and cafes, it is recommended to extend the Elephant and Castle monitoring area to reflect the changing face of the area and the potential for additional alcohol-related crime and anti-social behaviour. The map below shows the proposed extension to the east of the monitoring area.
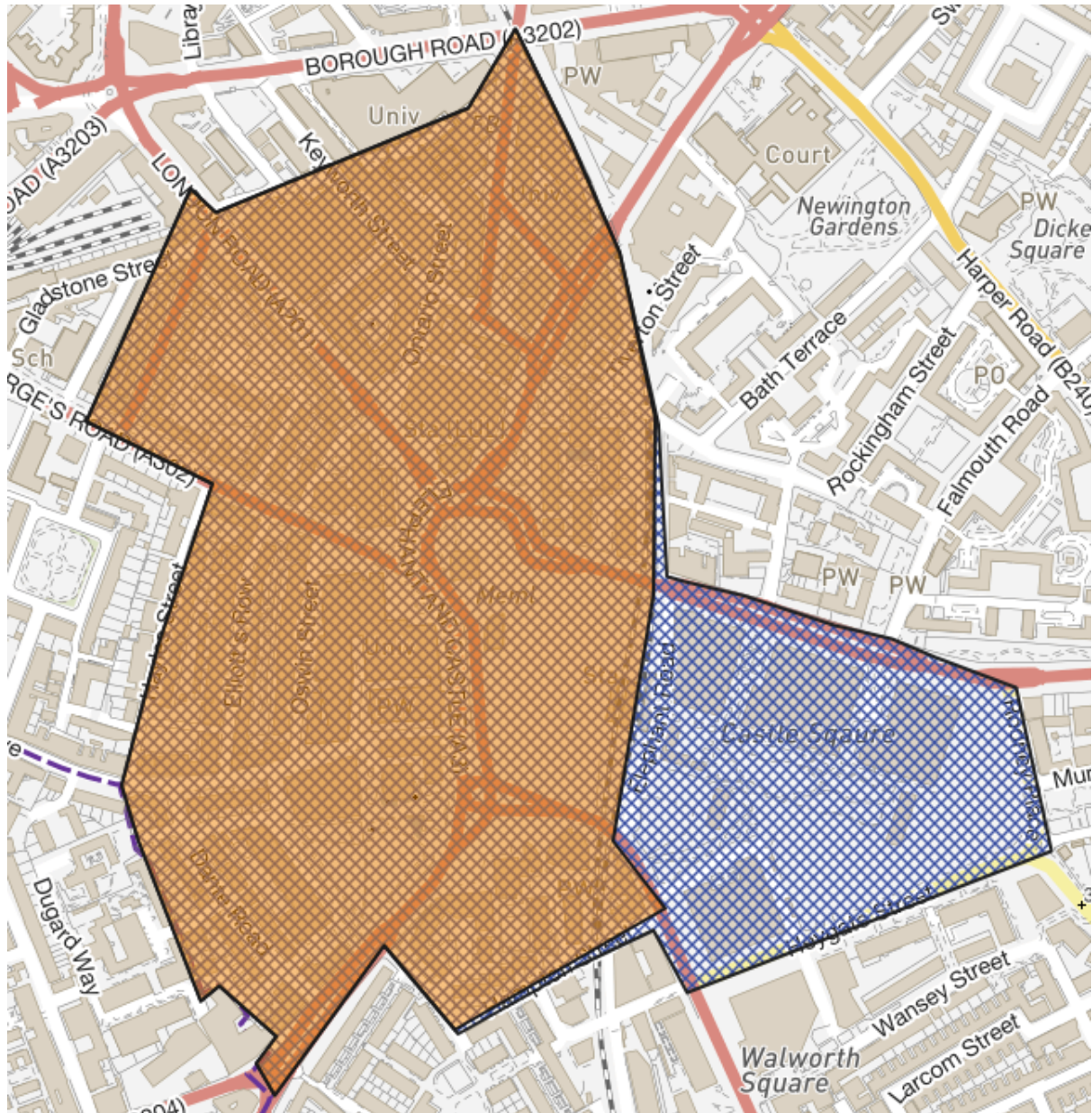
Data Summary updated to include proposed extension to monitoring area

This table shows that the proportion of incidents in Elephant and Castle has increased when compared with the original monitoring area. This is not true of alcohol-related ambulance call outs as the proposed extension does not include any additional LSOAs not previously considered.

	Alcohol related reports by area and year as a percentage of the borough total	FY19/20	FY20/21	FY21/22	% Change FY20/21 cf. FY21/22
CIA Areas	Alcohol Related Rowdy Behaviour and Street Drinking	36.3	26.4	30.2	3.8
	LAS Calls Outs	44.7	38.2	44.5	6.3
	Alcohol Flagged Violence	25.3	19.6	29.1	9.5
	Violence With Injury - (not including DA)	25.4	18.7	24.5	5.8
Monitoring Areas	Alcohol Related Rowdy Behaviour and Street Drinking	16.9	13.4	16.3	2.9
	LAS Calls Outs	26.7	26.9	25.7	-1.2
	Alcohol Flagged Violence	16.7	17	17.1	0.1
	Violence With Injury - (not including DA)	14.8	14.3	14.1	-0.2
Alcohol Flagged Rowdy Behaviour & Street Drinking	1. Borough & Bankside CIA	20.3	13.2	17.6	4.4
	2. Camberwell CIA	7.9	7.7	6.7	-1.0
	3. Peckham CIA	8.1	5.5	5.9	0.4
	4. Elephant & Castle Monitoring Area	10.3	5.3	4.7	-0.6
	5. Old Kent Road Monitoring Area	3.8	3.1	5.0	1.9
	6. Walworth & East Street Monitoring Area	2.8	5.0	6.7	1.7
LAS Call Outs	1. Borough & Bankside CIA	29.1	17.4	28.1	10.7
	2. Camberwell CIA	7.6	10.5	7.6	-2.9
	3. Peckham CIA	8.0	10.3	8.8	-1.5
	4. Elephant & Castle Monitoring Area	13.2	10.8	11.8	1.0
	5. Old Kent Road Monitoring Area	8.4	8.2	7.6	-0.6
	6. Walworth & East Street Monitoring Area	5.1	7.8	6.3	-1.5
Alcohol Flagged Non DA Violence	1. Borough & Bankside CIA	13.7	9.4	17.5	8.1
	2. Camberwell CIA	6.6	5.8	7.9	2.1
	3. Peckham CIA	5.1	4.5	3.8	-0.7
	4. Elephant & Castle Monitoring Area	7.3	4.5	6.8	2.3
	5. Old Kent Road Monitoring Area	3.3	5.4	6.5	1.1
	6. Walworth & East Street Monitoring Area	6.1	7.1	3.8	-3.3
Violence With Injury - (not including DA)	1. Borough & Bankside CIA	10.4	6.2	11.9	5.7
	2. Camberwell CIA	8.9	7.1	6.1	-1.0
	3. Peckham CIA	6.1	5.4	6.5	1.1
	4. Elephant & Castle Monitoring Area	4.6	3.9	4.6	0.7
	5. Old Kent Road Monitoring Area	5.0	5.6	5.5	-0.1
	6. Walworth & East Street Monitoring Area	5.2	4.8	3.9	-0.9