

Cumulative Impact Assessment Consultation

Consultation Report

Report Date: October 2024

Report author:

David Besbrode
Research and Insight Manager

Contact

Hackney Consultation Team
on 020 8356 3343 or
consultation@Hackney.gov.uk



Contents

| | |
|--|----------------|
| Introduction, Background, Consultation & Engagement Approach, Response rate | 2 - 3 |
| Executive Summary | 4 |
| Overview of results | |
| <ul style="list-style-type: none">• Are you a..... | 5 |
| <ul style="list-style-type: none">• Cumulative Impact Assessment for Shoreditch | 6 |
| <ul style="list-style-type: none">• To what extent do you agree or disagree with the proposal below to publish a CIA for Shoreditch? | 6 - 8 |
| <ul style="list-style-type: none">• To what extent do you agree or disagree with the proposal below? | 9 - 11 |
| <ul style="list-style-type: none">• Cumulative Impact Assessment for Dalston | 12 |
| <ul style="list-style-type: none">• To what extent do you agree or disagree with the proposal below to publish a CIA for Dalston? | 12 - 15 |
| <ul style="list-style-type: none">• To what extent do you agree or disagree with the proposal below? | 16 - 18 |
| <ul style="list-style-type: none">• Dalston Ward and Shoreditch Pubwatch Forum Feedback | 18 |
| About you | 19 - 23 |

Introduction

Hackney Council carried out a 12 week consultation to determine whether a Cumulative Impact Assessment (CIA) should be published for Shoreditch and Dalston.

A CIA helps to manage the number and type and density of licensed premises within an area. Licensed premises include places which sell alcohol, provide late-night hot food or hot drinks (between 11pm and 5am), or where a range of sporting, music or performance events take place.

A CIA would only apply to new licensing applications. Existing licences would not be affected.

Background

Last year, Hackney Council commissioned Six Till Six and MAKE Associates to conduct research to establish if the number or density of licensed premises in Hackney is having an adverse 'cumulative impact' on crime and disorder, public safety, public nuisance or protecting children from harm.

This included interviews and a research survey to capture the views of residents, businesses, visitors, those that work in the borough and any other interested parties.

You can view an executive summary of their report [here](#).

Cumulative Impact

Cumulative impact is the term used to describe the effect that having a number of licensed premises in a concentrated area can have on the four licensing objectives which are:

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

The cumulation of licensed premises can have a disproportionate demand on local services such as transport, public lavatories, waste collection and street cleaning. There may also be a higher level of crime and disorder, often associated with alcohol related violence that can take place which will draw in additional demands on the police as well as the ambulance service.

Consultation & Engagement Approach

The consultation was created and published on Citizen Space, the Council's survey platform, and was live from 29 July until 20 October 2024.

Communications were sent out via social media and Love Hackney, with promotion via the Hackney CVS newsletter.

A Pubwatch meeting was attended in Shoreditch.

We also consulted with the persons set out in section 5(3) of the Licensing Act 2003, namely:

- the Chief Officer of Police
- the London Fire Brigade
- Public Health
- holders of premises licences
- holders of club premises certificates
- holders of personal licences
- other persons considered to be representative of businesses and residents in the area

A discussion was also carried out at the Shoreditch Pubwatch on 2nd October 2024 and Dalston Ward Forum on 16th October 2024. A short summary can be found at the end of the "Overview of results" on page 16.

Response rate

A total of 77 respondents took part in the consultation.

Executive Summary

Hackney Council conducted a consultation to gauge public opinion on implementing Cumulative Impact Assessments (CIAs) in Shoreditch and Dalston. The consultation received responses from 77 participants, primarily Hackney residents and owners/managers/employees of licensed premises.

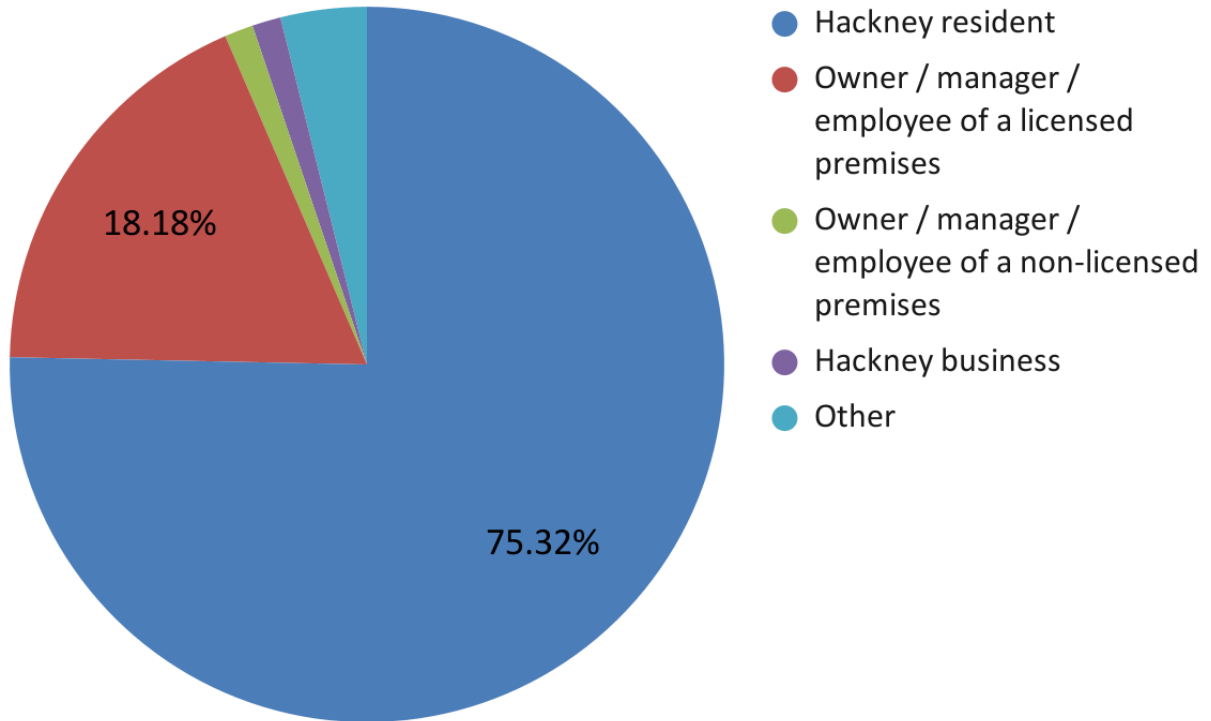
Regarding Shoreditch, most respondents supported the CIA, citing negative impacts of alcohol-licensed premises. However, concerns were raised about potential economic harm to businesses, cultural erosion, displacement of social issues, negative perception, and limited community involvement. There was disagreement on exempting small restaurants from the CIA, with concerns about potential loopholes and enforcement challenges.

In Dalston, the majority also agreed with the CIA, but with strong concerns about potential negative effects on small businesses, the local economy, and the area's cultural vibrancy. Feedback from the Dalston Ward Forum and Shoreditch Pubwatch echoed these concerns, emphasising the potential harm to the nighttime economy and the need for greater community engagement in the decision-making process.

The consultation also gathered demographic information about respondents, including gender, age, disability status, caring responsibilities, ethnicity, religion, sexual orientation, and housing tenure. This data provides additional context for understanding the diverse perspectives within the community. Overall, the consultation revealed a complex landscape of opinions and concerns surrounding the implementation of CIAs in Shoreditch and Dalston. While the majority supported the assessments, there was a clear need to address the potential negative impacts on local businesses, the economy, and cultural identity. The feedback highlighted the importance of community involvement and careful consideration of the unique characteristics of each area when developing and implementing such policies.

Overview of results

Are you a..... (Base 77)

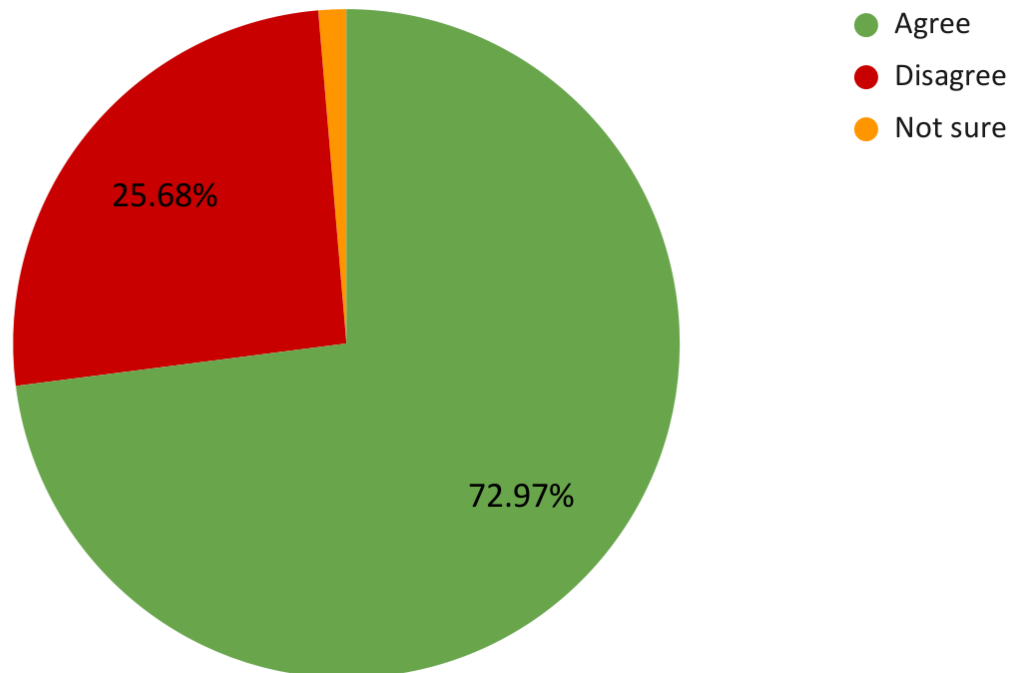


The majority of respondents stated that they were a “Hackney resident”, accounting for just over three quarters (58). Just over 18% stated they were an “owner/manager/employee of a licensed premises” (14). All others accounted for a much smaller percentage of respondents.

Cumulative Impact Assessment for Shoreditch

To what extent do you agree or disagree with the proposal below to publish a CIA for Shoreditch? (Base 74)

Hackney Council is proposing to publish a CIA for Shoreditch based on the evidence from the review carried out by Six Till Six Ltd and Make Associates. The analysis showed that there is a negative impact associated with alcohol licenced premises in Shoreditch (former Special Policy Areas).



The majority of respondents, at just under three quarters, agree with the proposal to publish a CIA for Shoreditch (54), with just over a quarter who disagree (19). Only 1 respondent stated they were not sure.

If you strongly disagree or disagree, can you tell us why? (30 comments*)

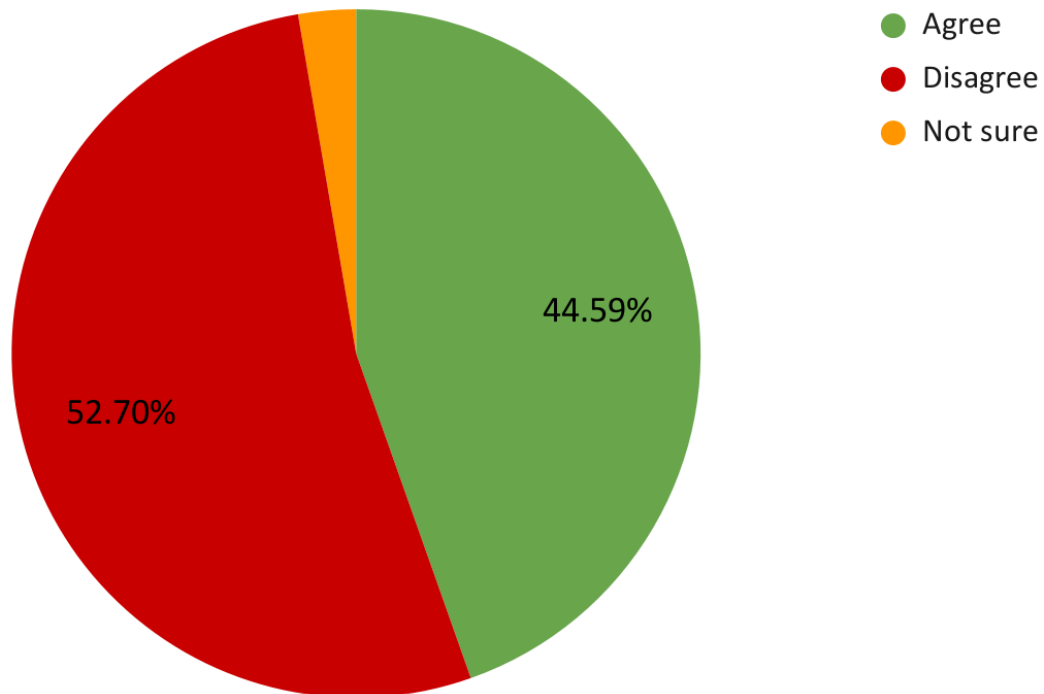
- **Economic Impact on Local Businesses**
 - **Description:**
 - Concerns about how the CIA proposal could harm local businesses in Shoreditch, leading to closures, job losses, and a decline in the area's economic vibrancy.
 - **Related Quotes:**
 - *"Restricting or placing additional burdens on these businesses could lead to closures, job losses, and a decline in the area's economic vibrancy."*

- **Undermining Shoreditch's Nighttime Economy**
 - **Description:**
 - Concerns that the CIA could harm the nighttime economy, which is crucial for Shoreditch's overall economic health.
 - **Related Quotes:**
 - *"The nighttime economy is a crucial part of Shoreditch's overall economic health."*
 - *"A CIA that leads to stricter licensing could reduce operating hours or limit new licences, directly undermining this vital sector."*
- **Public Nuisance and Safety**
 - **Description:**
 - Issues related to crime, public nuisance, and safety associated with late-night drinking in Shoreditch.
 - **Related Quotes:**
 - *"Shoreditch has significant problems associated with late-night drinking including crime, public nuisance, and public safety."*
 - *"Loitering, shouting, threatening behaviour, and nitrous oxide usage can occur on any night of the week as people leave late-night drinking establishments."*
- **Over-saturation of Alcohol Businesses**
 - **Description:**
 - Concerns about the excessive number of bars and clubs in Shoreditch, leading to noise, anti-social behaviour, and a negative impact on residents.
 - **Related Quotes:**
 - *"Shoreditch has been overtaken by bars and clubs selling low-price alcohol."*
 - *"Now Shoreditch has become a mono-culture of food and drink consumption."*
- **Negative Impact on Residents**
 - **Description:**
 - The detrimental effects on residents due to noise, crime, vandalism, and general disruption caused by the nightlife economy.
 - **Related Quotes:**
 - *"As a resident, I have clear lived experience of the negative impact associated with alcohol licensed premises here."*
 - *"Residents are involuntarily subjected to increased crime, vandalism, rubbish, noise"*

(* NB. 6 comments received were duplicate comments and only one has been included in the analysis and count of comments above.)

To what extent do you agree or disagree with the proposal below? (Base 74)

Hackney Council considers that any CIA applying to Shoreditch would not be applicable to small restaurants (no more than 50 covers) operating no later than 23:00 weekdays and 00:00 at weekends.



The majority of respondents stated that they disagree with the proposal (39), but this is not significantly different from those who stated that they agree (33). Only 2 respondents stated that they were not sure.

If you strongly disagree or disagree, can you tell us why? (33 comments)

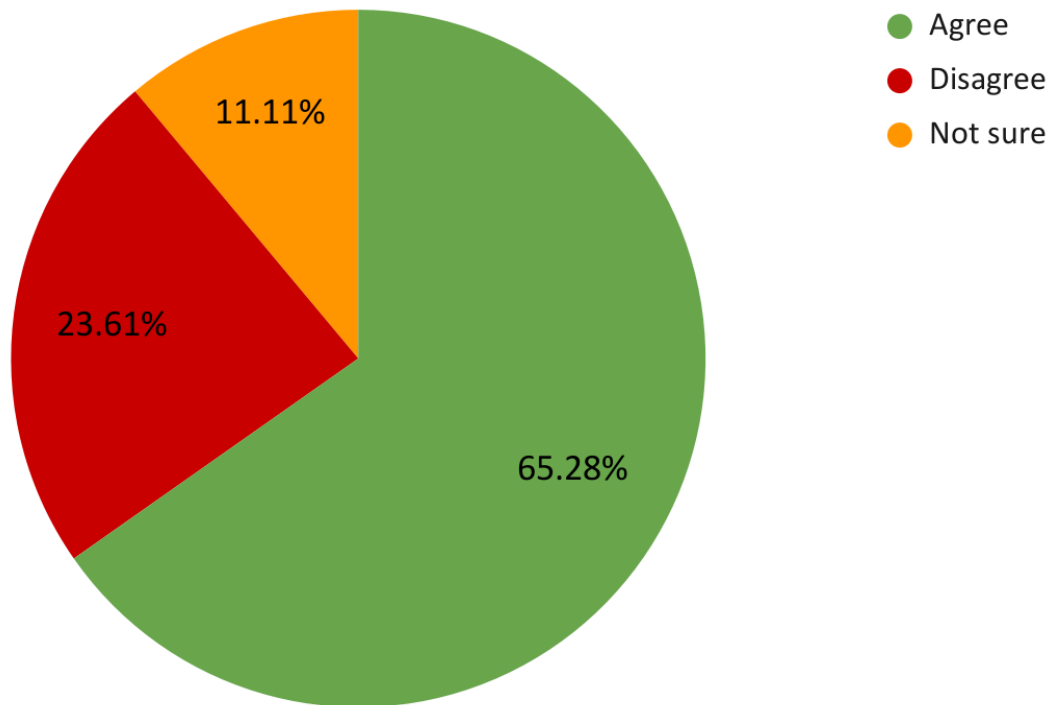
- **Impact on Local Community and Economy**
 - **Description:**
 - Concerns about how the early closure of small restaurants might harm the local economy, vibrant nightlife, and community appeal.
 - **Related Quotes:**
 - *"I object to Hackney Council's proposal to close small restaurants by midnight, particularly on weekends, as it is too early and could harm Shoreditch's vibrant community and economy."*
 - *"This restriction could diminish Shoreditch's reputation as a lively, diverse destination, ultimately stifling the unique character that makes the area so attractive."*

- *"Shoreditch is renowned for its thriving nighttime scene, and early closures would disrupt the flow of evening activities, reducing the area's appeal to both locals and visitors."*
- **Regulation Loopholes and Enforcement**
 - **Description:**
 - Concerns that the new regulations would create loopholes allowing small restaurants to operate as bars, leading to increased public nuisance and difficulty in enforcement.
 - **Related Quotes:**
 - *"It is far too easy for such a premise to convert itself into, or to effectively function as, a bar."*
 - *"This would end up being a loophole for premises to exploit - eg the Diner restaurant on Curtain road has recently converted to Nancy Spain (as stand up bar) with associated increase in nuisance for local residents."*
 - *"Further enforcement has proved almost impossible, with not a single enforcement action of 'small' restaurants in memory for breaching terms."*
- **Public Nuisance and Safety**
 - **Description:**
 - Issues regarding public nuisance, safety, and bad behaviour associated with both small and large drinking establishments.
 - **Related Quotes:**
 - *"Large and small establishments are equally responsible for fuelling bad behaviour. A smaller venue does not mitigate the bad behaviour of its patrons when they go outside."*
 - *"We do not need venues open selling cheap booze to people until past 00:00 it just encourages bad behaviour."*
 - *"Historically small businesses have been used as fronts for significant drinking. For example the recent conversion of The Diner to Nancy Spains, a pub."*
- **Support for Small Businesses**
 - **Description:**
 - Arguments in favour of supporting small businesses due to their role in keeping the area lively, safe, and diverse.
 - **Related Quotes:**
 - *"Small restaurants keep the area lively and make it feel safe to walk around."*
 - *"Shoreditch does need to keep a range of going out options so it's not hopelessly gentrified."*

- *"Restaurants on the whole are not crime spots and instead provide a community with something they can use and welcome."*
- **Criticism of Community Impact Assessment (CIA)**
 - **Description:**
 - Criticism that the CIA is misguided, outdated, and potentially harmful to the local economy.
 - **Related Quotes:**
 - *"The Community Impact Assessment (CIA) conducted in 2022 was misguided, especially given the unique circumstances we were facing during the COVID-19 recovery phase."*
 - *"Publishing the findings of the CIA would deliver a devastating and potentially fatal blow to our evening and late-night economy."*
 - *"This is still not a licence to publish this report which is out of date."*

Cumulative Impact Assessment for Dalston

To what extent do you agree or disagree with the proposal below to publish a CIA for Dalston? (Base 72)



Hackney Council is proposing to publish a CIA for Dalston based on the evidence from the review carried out by Six Till Six Ltd and Make Associates. The analysis showed that there is a negative impact associated with alcohol licenced premises in Dalston (former Special Policy Areas).

The majority of respondents, at just under two thirds, agree with the proposal to publish a CIA for Dalston (47), with just under a quarter who disagree (19). 8 respondents stated they were not sure.

If you strongly disagree or disagree, can you tell us why? (29 comments)

- **Regulation and Licensing**
 - **Description:**
 - Concerns about the undersupply of late-night licences and the resulting negative impact on the quality of establishments, stress on local services, and the over-regulation stifling progress.
 - **Related Quotes:**

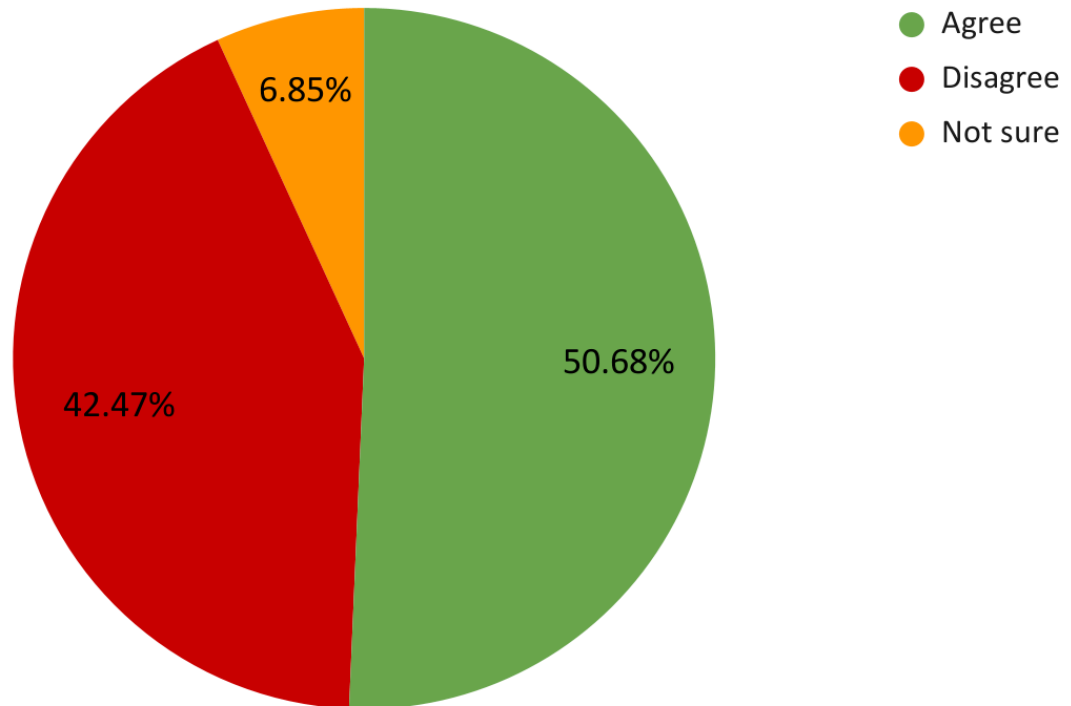
- *"By increasing the supply of premises which can stay open later, people could leave the area over a number of hours, placing less stress on local services."*
- *"The undersupply of licenses is reducing the quality of establishments, as there is a degree of lock-in."*
- **Anti-Social Behaviour and Crime**
 - **Description:**
 - Issues with anti-social behaviour, crime, and public safety related to the saturation of alcohol businesses and poorly managed venues.
 - **Related Quotes:**
 - *"A lot of anti-social behaviour associated with alcohol consumption."*
 - *"Now so many small bars and restaurants using basement space for mini night clubs make it difficult to police and regulate."*
- **Economic Impact on Local Businesses**
 - **Description:**
 - Economic challenges faced by small businesses due to competition with larger companies and the impact of licensing policies.
 - **Related Quotes:**
 - *"Small business and individual owners are being pushed out by the bigger mainstream companies."*
 - *"The area is actually safer with licensed premises in them as they bring security, CCTV to areas."*
- **Quality of Life for Residents**
 - **Description:**
 - The negative impact on residents' quality of life due to noise, crime, and general disruption from the nightlife economy.
 - **Related Quotes:**
 - *"Residents are involuntarily subjected to increased crime, vandalism, rubbish, noise distribution, aggression."*
 - *"Dalston should not go the way of Shoreditch, which stands as a stark reminder of what loose licensing laws can do."*
- **Community Involvement and Empirical Data**
 - **Description:**
 - Calls for more community involvement in decisions and the use of empirical data to inform policies.
 - **Related Quotes:**
 - *"Publishing and maintaining a CIA for Shoreditch will enable the licensing team, and local residents, to better understand the issues."*

- *"The data is there to support CIA in both Dalston and Shoreditch."*
- **Traffic and Safety**
 - **Description:**
 - Focus on the need to address road safety issues caused by high traffic volumes and speeds rather than alcohol intoxication.
 - **Related Quotes:**
 - *"The road safety problem in Dalston is caused by too much road traffic travelling too fast, not by alcohol intoxication."*
 - *"Reducing car/taxi volumes and speeds should be considered over closing premises."*
- **Decline of Nightlife and Economic Health**
 - **Description:**
 - The decline in nightlife footfall and revenue, impacting the economic health of the area.
 - **Related Quotes:**
 - *"The Shoreditch Nightlife is suffering considerably with low footfall and revenue."*
 - *"More businesses are closing than they are opening."*
- **Maintaining Cultural Vibrancy**
 - **Description:**
 - The need to protect venues that create community and cultural wealth, particularly for marginalised groups, and prevent neighbourhoods from losing their diverse cultural identity.
 - **Related Quotes:**
 - *"Longstanding Dalston venues like Dalston Superstore and Vogue Fabrics are creating much-needed community."*
 - *"I would hate for my neighborhood to lose its wealth and diversity because of individuals who wish to live in a trendy area whilst expecting it to be sanitized."*
- **Impact of the COVID-19 Pandemic**
 - **Description:**
 - The unique challenges faced during the COVID-19 recovery phase and the need for policies that reflect the current situation.
 - **Related Quotes:**
 - *"The Community Impact Assessment (CIA) conducted in 2022 was misguided, especially given the unique circumstances we were facing during the COVID-19 recovery phase."*
 - *"Foot traffic has diminished to almost nothing, and many businesses are closing their doors at an unprecedented rate."*
- **Independent Venues and Local Character**
 - **Description:**

- The threat to independent venues and the local character of Dalston due to policy changes and the influx of larger conglomerates.
- **Related Quotes:**
 - *"Dalston's nighttime economy is unique, centered on independent social and cultural spaces."*
 - *"Publishing a CIA would artificially inflate premises license values, creating barriers for new independent operators and paving the way for chain establishments."*
- **Crime and Safety Statistics**
 - **Description:**
 - Mixed views on the impact of licensed premises on crime and safety, with some arguing that crime rates are falling.
 - **Related Quotes:**
 - *"The report repeatedly states that crime records are falling."*
 - *"The evidence indicates higher levels of crime during the day, not at night."*

To what extent do you agree or disagree with the proposal below? (Base 73)

Hackney Council considers that any CIA applying to Dalston would not be applicable to small restaurants (no more than 50 covers) operating no later than 23:00 weekdays and 00:00 at weekends



The majority of respondents, at just over 50%, stated that they agree with the proposal (37), but this is not significantly different from those who stated that they disagree (31). 5 respondents stated that they were not sure.

If you strongly disagree or disagree, can you tell us why? (26 comments)

- **Regulation Loopholes and Enforcement**
 - **Description:**
 - Concerns about small restaurants converting into bars and creating public nuisance due to loopholes in the regulations.
 - **Related Quotes:**
 - "It would be difficult to monitor and being small does not make it exceptional."
 - "Smaller premises for less than 50 people can be economically viable and attractive businesses but will add to the anti-social behaviour endured by businesses and residents."
 - "It would allow bars to get around the rules and open under the cover of being a restaurant but really it is not."

- **Impact on Local Community and Economy**
 - **Description:**
 - The effect of new regulations on the local economy, particularly regarding maintaining a vibrant nightlife and preventing business closures.
 - **Related Quotes:**
 - *"Publishing the findings of the CIA would deliver a devastating and potentially fatal blow to our evening and late-night economy."*
 - *"Dalston has great independent service businesses and I would hate to see them affected."*
 - *"Hackney would collect more business rates, restaurateurs invest for the long term and do steady business during the week not just at weekends."*
- **Public Nuisance and Safety**
 - **Description:**
 - Issues regarding public nuisance and safety, highlighting that alcohol consumption is problematic regardless of the venue's size.
 - **Related Quotes:**
 - *"Alcohol is alcohol whether it is in a restaurant or a bar."*
 - *"Drinking until the early hours of the morning should not be encouraged especially on people's doorsteps."*
 - *"Small 'restaurants' often change into large stand-up bars over the following years."*
- **Support for Small Businesses**
 - **Description:**
 - Recognition of the benefits of small businesses in keeping the area lively and safe, while supporting their ability to operate economically.
 - **Related Quotes:**
 - *"Small restaurants keep an area lively and make it feel safe to walk around."*
 - *"Restaurant goers do not like having to navigate streets of drunken revellers."*
 - *"Hackney would collect more business rates, restaurateurs invest for the long term and do steady business during the week not just at weekends."*
- **Criticism of Community Impact Assessment (CIA)**
 - **Description:**
 - Criticism that the CIA is misguided, outdated, and potentially harmful to the local economy.

- **Related Quotes:**

- *"We continue to object to the publication of a CIA for Dalston, for the reasons outlined above."*
- *"The Community Impact Assessment (CIA) conducted in 2022 was misguided, especially given the unique circumstances we were facing during the COVID-19 recovery phase."*
- *"We urge you not to publish this report."*

Dalston Ward Forum Feedback

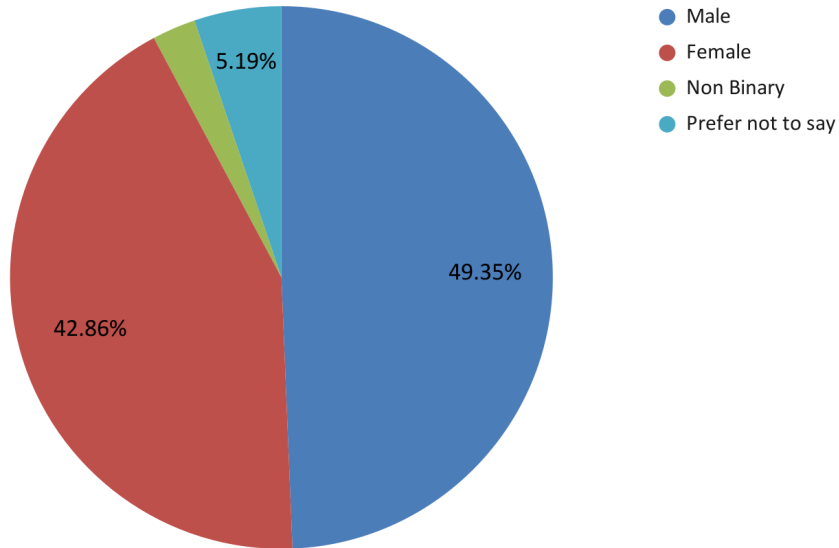
The ward forum was productive, with good attendance from residents, local councillors, and business representatives. The discussion was insightful, though there was a noticeable lack of enthusiasm for publishing a CIA for Dalston. Some residents were unaware of the absence of a SPA, with isolated issues like ASB in Gillett Square being a bigger focus than cumulative impact. The higher crime rates during the day compared to night were mentioned several times.

Shoreditch Pubwatch Feedback

The general consensus during the session was that publishing a CIA would be detrimental to the night time economy and the area as a whole. Attendees cited a significant decrease in footfall in recent months. There were also some suggestions that the field research was undertaken during a period of heightened post pandemic revelry which has skewed the findings. Overall, the group did not feel that a CIA applying to Shoreditch would be appropriate.

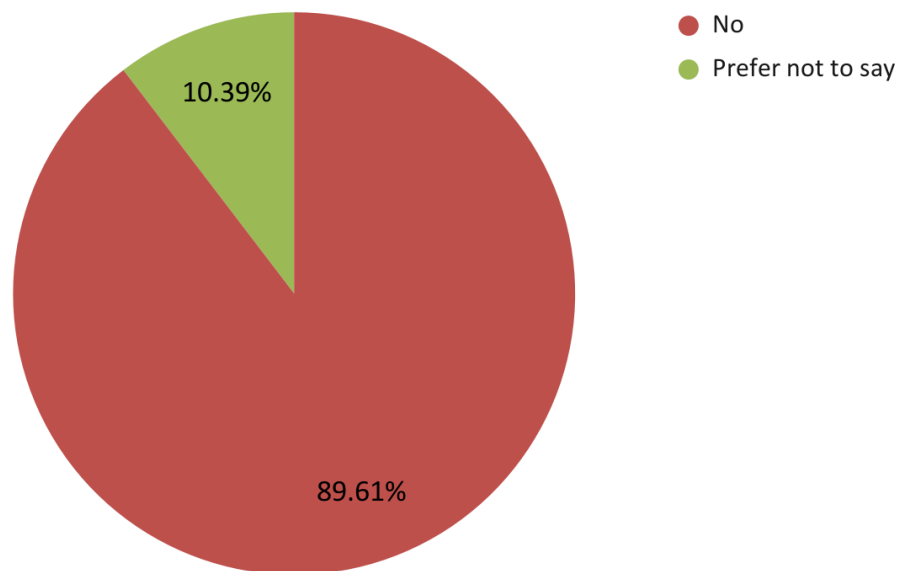
About you

Gender: Are you....(Base 77)



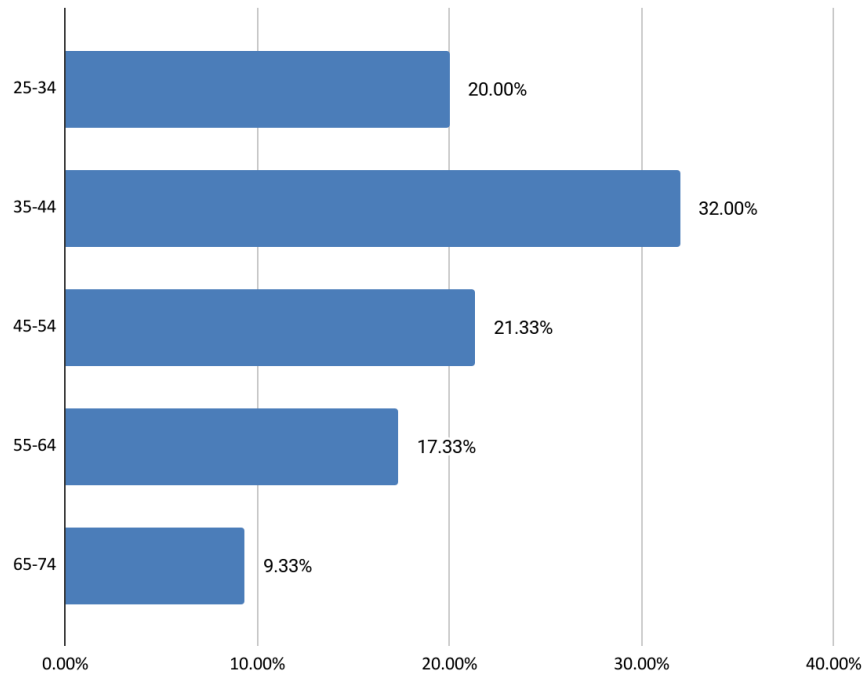
Almost half of all respondents stated that they were male (38), with just under 43% stating female (33). 4 respondents stated that they prefer not to say, and 2 respondents stated non-binary.

Are you transgender or do you have a history of being transgender? (Base 77)



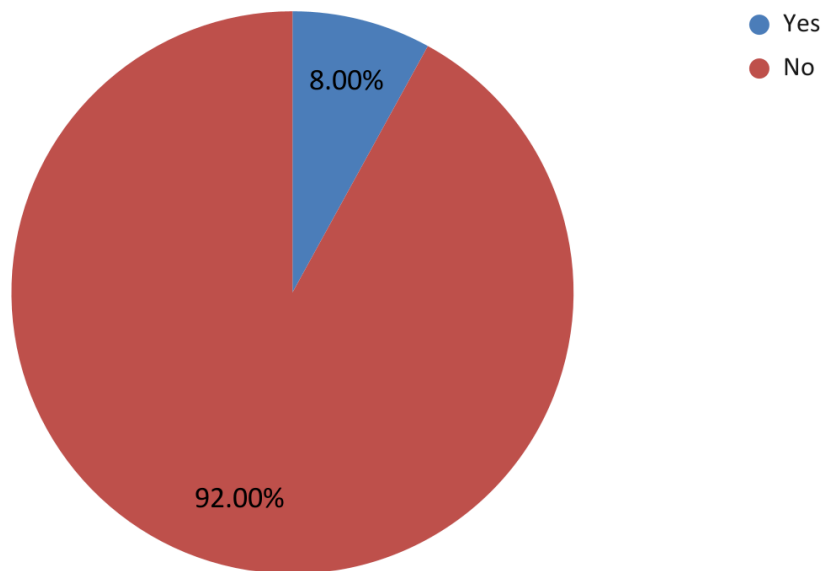
The majority of respondents stated that they are not transgender or have a history of being transgender (69). 8 respondents stated they prefer not to say.

Age: what is your age group? (Base 75)



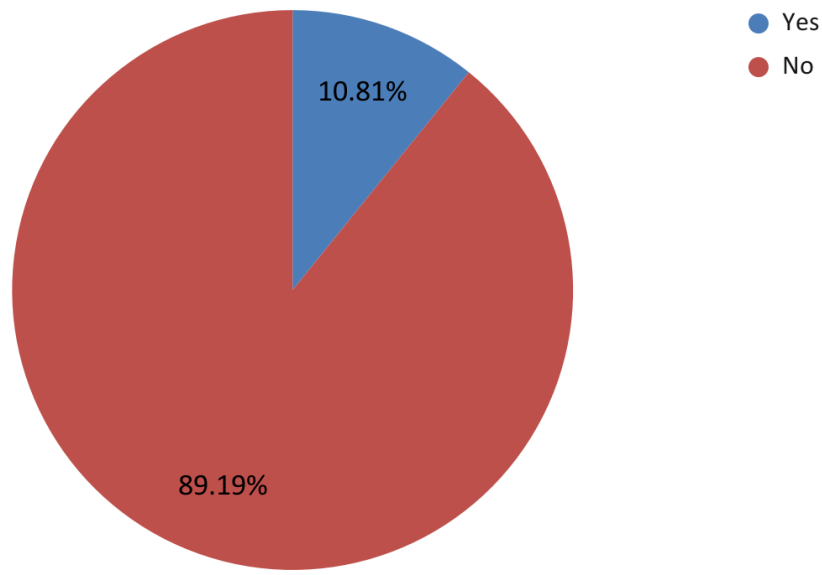
The highest percentage of respondents were in the 35-44 age group (24), followed by 45-54(16), 25-34 (15), 55-64 (13) and 65-74 (7).

Disability: Do you consider yourself to be disabled? (Base 75)



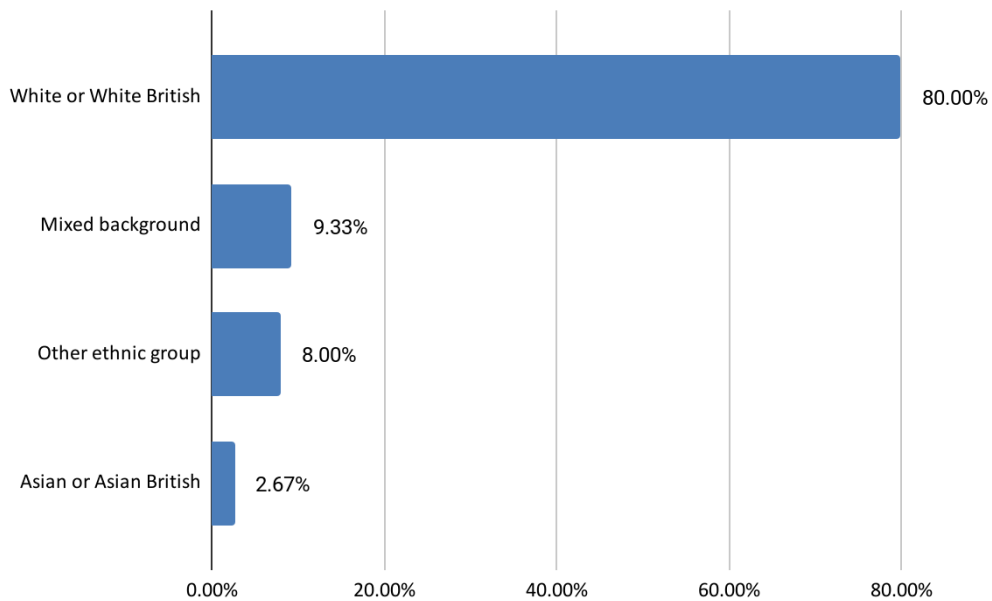
The majority of respondents stated that they do not have a disability (69). 6 respondents stated that they do.

Caring responsibilities: Do you regularly provide unpaid support caring for someone? (Base 74)



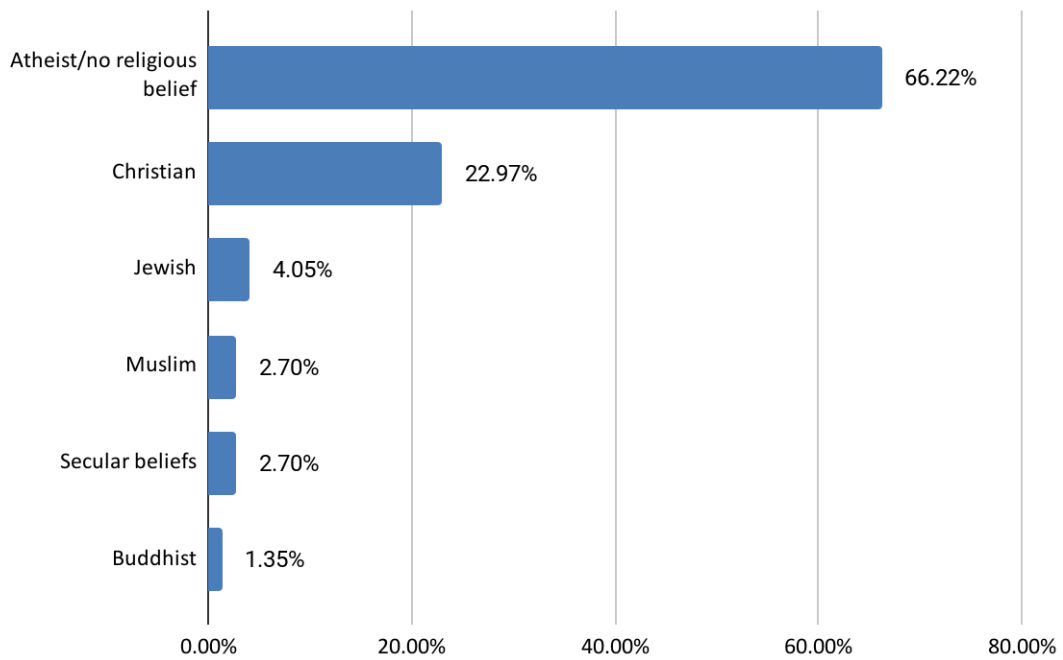
The majority of respondents stated that they do not have caring responsibilities (66). 8 respondents stated that they do.

Ethnicity: Are you.... (Base 75)



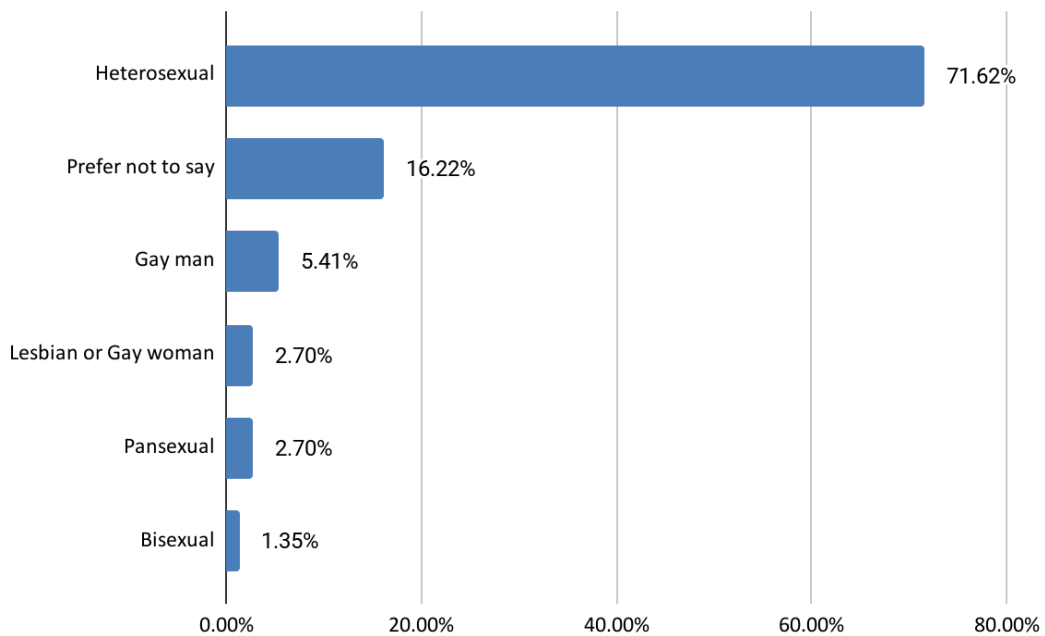
The majority of respondents stated that they are “White or White British” (60), followed by “Mixed background” (7), “Other ethnic group” (6) and Asian or Asian British (2).

Religion or belief: Are you or do you have... (Base 74)



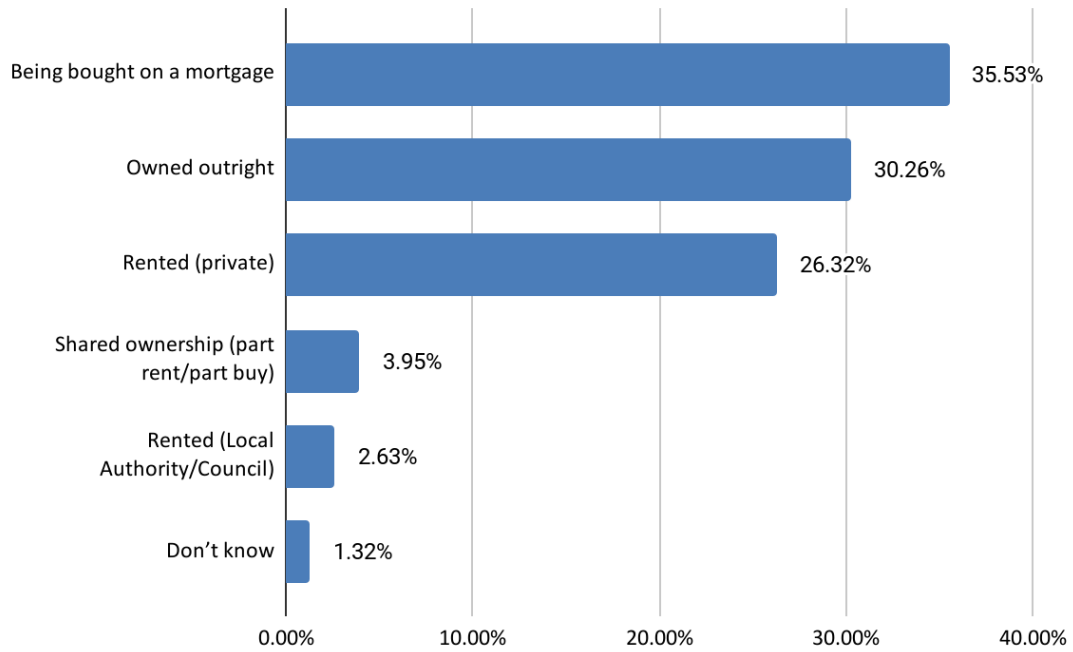
The majority of respondents stated that they were “Atheist/no religious belief” (49), followed by “Christian” (17). All others accounted for a much smaller percentage.

Sexual orientation: Are you... (Base 74)



The majority of respondents stated that they were Heterosexual (53), followed by those who prefer not to say (12). All others accounted for a much smaller percentage.

Housing Tenure: Which of the following best describes the ownership of your home? (Base 76)



The highest percentage of respondents stated that their home is being bought on a mortgage (27), closely followed by owned outright (23) and rented privately (20). All others accounted for a much smaller percentage.