

Cumulative Impact Assessment: March 2026

Part 1: Cumulative impact

There are four licensing objectives which underpin the Licensing Act 2003 and these are:

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

All decisions under the Act must be taken with a view to promoting these licensing objectives.

Cumulative impact is the potential impact on the promotion of the licensing objectives (set out above) of a number of licensed premises concentrated in one area which are disproportionate and arise as a result of the concentration of particular types of premises in close proximity. In other words, where there is evidence to show that the number or density of licensed premises in the area is having a cumulative impact and leading to problems which are undermining the licensing objectives the Council as Licensing Authority may consider it appropriate to introduce Cumulative Impact Areas to manage this cumulative impact. It is often not that licensed premises on their own are operating in a way that is detrimental to the licensing objectives, but it is the accumulation of the premises and the people attending them that creates the increased problems and demands on services.

Under the Licensing Act 2003 (the 'Act'), the London Borough of Croydon recognises that a significant number and type of licensed premises in a particular area may lead to problems of crime, disorder and nuisance and notes that in accordance with the Home Office Statutory Guidance to the Act, the cumulative impact of such premises on the promotion of the licensing objectives is a proper matter for the Council to consider.

A cumulative impact assessment (CIA) may be published by a licensing authority to help it to limit the number or types of licence applications granted in areas where there is evidence to show that the number or density of licensed premises in the area is having a cumulative impact and leading to problems which are undermining the licensing objectives. CIA's relate to applications for new premises licenses and club premises certificates and applications to vary existing premises licenses and club premises certificates in a specified area. They do not relate to existing licenses granted.

Section 5A of the 2003 Act sets out what a licensing authority needs to do in order to publish a CIA and review it, including the requirement to consult with the persons listed in section 5(3) of the 2003 Act. The 2003 Act does not stipulate how the CIA should be used once published, because the requirements for determining applications for new licenses or variations are the same in areas with a CIA as they are elsewhere, as set out in sections 18, 35, 72 and 85 of the Act. However, any CIA published by a licensing authority must be summarised in its statement of licensing policy. Under section 5(6D) a licensing authority must also have regard to any CIA it has published when determining or revising its statement of licensing policy.

In 2026, the Council undertook a statutory review of the current Cumulative Impact Assessment in place as well as seeking updated evidence regarding cumulative impacts in the borough. This included a public consultation conducted between 5 February and 5 March 2026.

The following five areas within Croydon are the existing locations subject to a Cumulative Impact Assessment in respect of off licences and shops and supermarkets selling alcohol for

consumption off the premises:

- i. Cumulative impact area 1: Along the Brighton Road; South End; High Street, George Street corridor, from the Royal Oak Centre on Brighton Road, Purley to the junction of George Street and Cherry Orchard Road in Central Croydon
- ii Cumulative impact area 2: Along the London Road/Streatham High Road corridor, in 3 sections; from the junction of London Road and Tamworth Road in West Croydon to the j/w Canterbury Road; from the j/w Broughton Road to the j/w Melrose Avenue and; from the j/w Northborough Road to the borough boundary with London Borough of Lambeth
- iii Cumulative impact area 3: Along the Brigstock Road and High Street, Thornton Heath corridor, from the junction of Brigstock Road and London Road in Thornton Heath to the junction of High Street, Thornton Heath and Whitehorse Lane
- iv Cumulative impact area 4: Along the length of Central Parade, New Addington
- v. Cumulative impact area 5: Along the length of High Street, South Norwood from the junctions with Oliver Grove and Station Road to the junction with Lancaster Road and along the length of Portland from the junction with High Street to the junction with Spring Lane, Woodside

Following the decision by the Licensing Committee, this Cumulative Impact Assessment confirms that in light of the evidence in Part 2 and the outcome of the Consultation:

The Licensing Authority remains of the opinion that the number of relevant authorisations in respect of premises in the parts of its area described in the assessment as cumulative impact areas 1- 5 above is such that it is likely that it would be inconsistent with the authority's duty under section 4(1) of the Licensing Act 2003 to grant any further relevant authorisations in respect of premises in those parts.

Maps 1–5 in Part 2 of this CIA set out the locations for areas 1–5 as described above.

The Council has now produced and published this Cumulative Impact Assessment. The below relevant sections in the Council's published Statement of Licensing Policy.

NEED and CUMULATIVE IMPACT ASSESSMENT

- 4.17 *The Council will not take 'need' into account when considering an application, as this concerns 'commercial demand' and is a matter for the planning process and the market.*
- 4.18 *However, the Council recognises that a significant number and type of licensed premises in a particular area may lead to problems of crime, disorder and nuisance and notes that in accordance with the Statutory Guidance to the Act, their cumulative impact on the promotion of the licensing objectives is a proper matter for the Council to consider. For example, national analysis of alcohol sales data (sales in the on and off trade) has shown a positive association at local authority level between off-trade sales and alcohol-specific hospital admissions.*
- 4.19 *Where the Council recognises that there is such a cumulative effect it will consider adopting a specific Cumulative Impact Assessment for that area, if this is shown to be necessary. Reducing availability, affordability and attractiveness are some*

of the most effective ways to reduce alcohol-harm and related crime.

4.20 In these circumstances, the Council may consider that the imposition of conditions is unlikely to address the apparent problems and may consider the adoption of a special policy whereby there will be a presumption that new premises licence or club premises certificate applications, or applications to materially vary a premises licence, will be refused. A material variation may be, for example, an increase in permitted hours or to add a licensable activity onto a premises licence.

4.21 Based on the Statutory Guidance to the Act, in deciding whether to adopt such a Policy in an area, the Council will consider the following:

- local crime and disorder statistics, including statistics on specific types of crime and crime hotspots*
- statistics on local anti-social behaviour offences*
- the density and number of current premises selling alcohol*
- Alcohol use and misuse in Croydon's population*
- Claimants of benefits due to alcoholism*
- Alcohol specific hospital admissions for under 18's*
- Ambulance incidents and dispatches*
- Alcohol related road traffic accidents*
- Statistics on alcohol related emergency attendances and hospital admissions*
- Mortality*
- Complaints recorded by the local authority*
- Evidence from local councillors and*
- Evidence obtained through local consultation.*

4.22 There are concerns about parts of the borough which experience high levels of alcohol related crime and alcohol related hospital admissions and where it is clear that the density of shops selling alcohol for consumption off the premises is significantly higher than in other parts of the borough.

4.23 As a result, the Council has considered it appropriate to designate, the following five areas within Croydon as being subject to a Cumulative Impact Assessment in respect of off licences and shops and supermarkets selling alcohol for consumption off the premises:

- i. Cumulative impact area 1: Along the Brighton Road; South End; High Street, George Street corridor, from the Royal Oak Centre on Brighton Road, Purley to the junction of George Street and Cherry Orchard Road in Central Croydon*
- ii Cumulative impact area 2: Along the London Road/Streatham High Road corridor, in 3 sections; from the junction of London Road and Tamworth Road in West Croydon to the j/w Canterbury Road; from the j/w Broughton Road to the j/w Melrose Avenue and; from the j/w Northborough Road to the borough boundary with London Borough of Lambeth*
- iii Cumulative impact area 3: Along the Brigstock Road and High Street, Thornton Heath corridor, from the junction of Brigstock Road and London Road in Thornton Heath to the junction of High Street, Thornton Heath and Whitehorse Lane*
- iv Cumulative impact area 4: Along the length of Central Parade, New Addington*

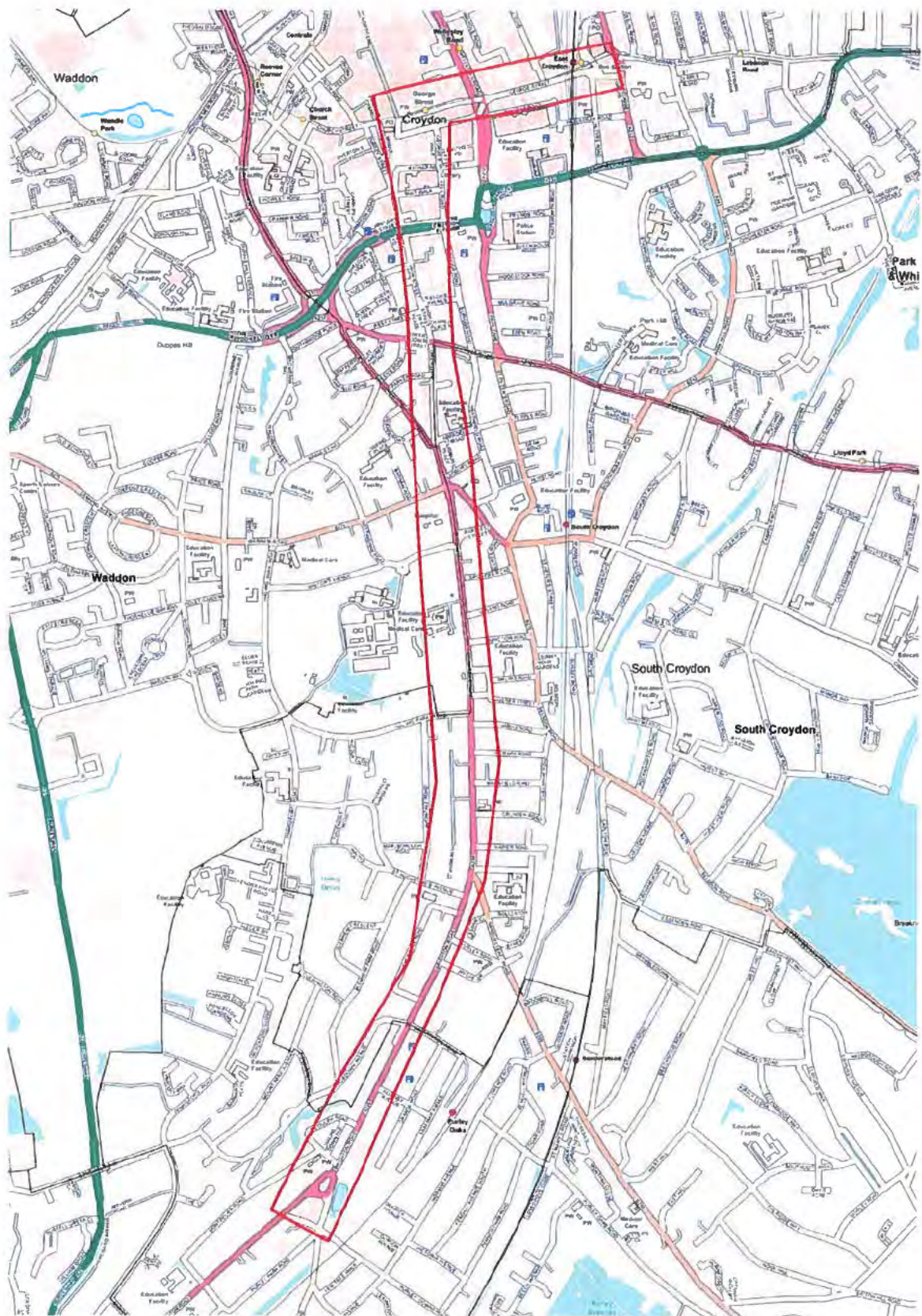
- v. Cumulative impact area 5: Along the length of High Street, South Norwood from the junctions with Oliver Grove and Station Road to the junction with Lancaster Road and along the length of Portland from the junction with High Street to the junction with Spring Lane, Woodside
- 4.24 The effect of a Cumulative Impact Assessment for each of the areas listed above is that where relevant representations are received on any new applications for a premises licence to sell alcohol off the premises, or on a material variation to an existing such premises licence there will be a presumption under the assessment that the application will be refused. A material variation would be, for example, an increase in permitted hours for the sale of alcohol or to add the sale of alcohol off the premises as a licensable activity to the premises licence.
- 4.25 The Cumulative Impact Assessment is intended to be strict, and will only be overridden in genuinely exceptional circumstances. However, the Licensing Authority will not apply these policies inflexibly. It will always consider the individual circumstances of each application; even where an application is made for a proposal that is apparently contrary to policy.
- 4.26 It is not possible to give a full list of examples of when the council may treat an application as an exception. However, in considering whether a particular case is exceptional, the Licensing Authority will consider the reasons underlying the assessment.
- 4.27 The Licensing Authority will not consider a case to be exceptional merely on the grounds that the premises have been or will be operated within the terms of the conditions on the licence, or that are or will be generally well managed because of the reputation or good character of the licence holder or operator. This is expected in the conduct of all licensed premises. Moreover, licences are for premises and can be easily transferred to others who intend to operate within the scope of the licence and its conditions.
- 4.28 The Council will review the assessment regularly to see whether the cumulative impact areas have had the effect intended and whether they are still needed or whether they need expanding.
- 4.29 The Council will not use this assessment and areas solely:
- As the grounds for removing a licence when representations are received about problems with existing licensed premises, or,
 - To refuse modifications to a licence, except where the modifications are directly relevant to the policy, for example where the application is for an extension in permitted hours or to add a licensable activity.
- 4.30 The Council recognises though that where no relevant representations are made in relation to an application in a cumulative impact area, the application must be granted in terms consistent with the applicants operating schedule.
- 4.31 The Council recognises that the diversity of premises selling alcohol, serving food and providing entertainment covers a wide range of contrasting styles and characteristics and will have full regard to those differences and the differing impact these will have on the local community.
- 4.32 Where an application is made for a new or transfer and variation of a licence, in

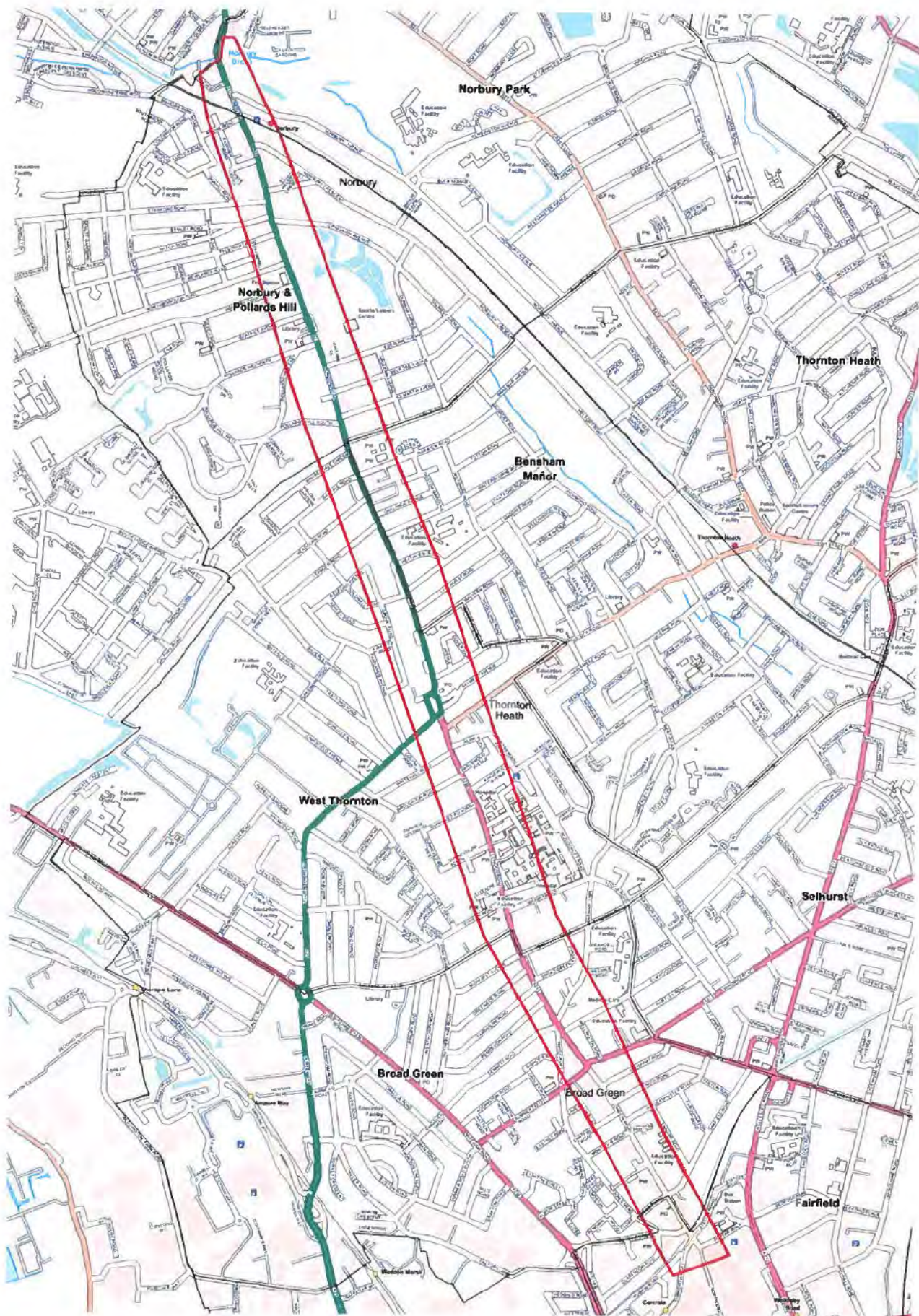
respect of premises that have closed and been unused and that closure was to a relevant extent as a consequence of crime and disorder and/or nuisance issues at the premises, the Council would expect the applicant to make clear in their operating schedule how they will ensure the prevention of crime and disorder and prevention of public nuisance objectives will be met, bearing in mind any previous crime and disorder/nuisance concerns there may have been.

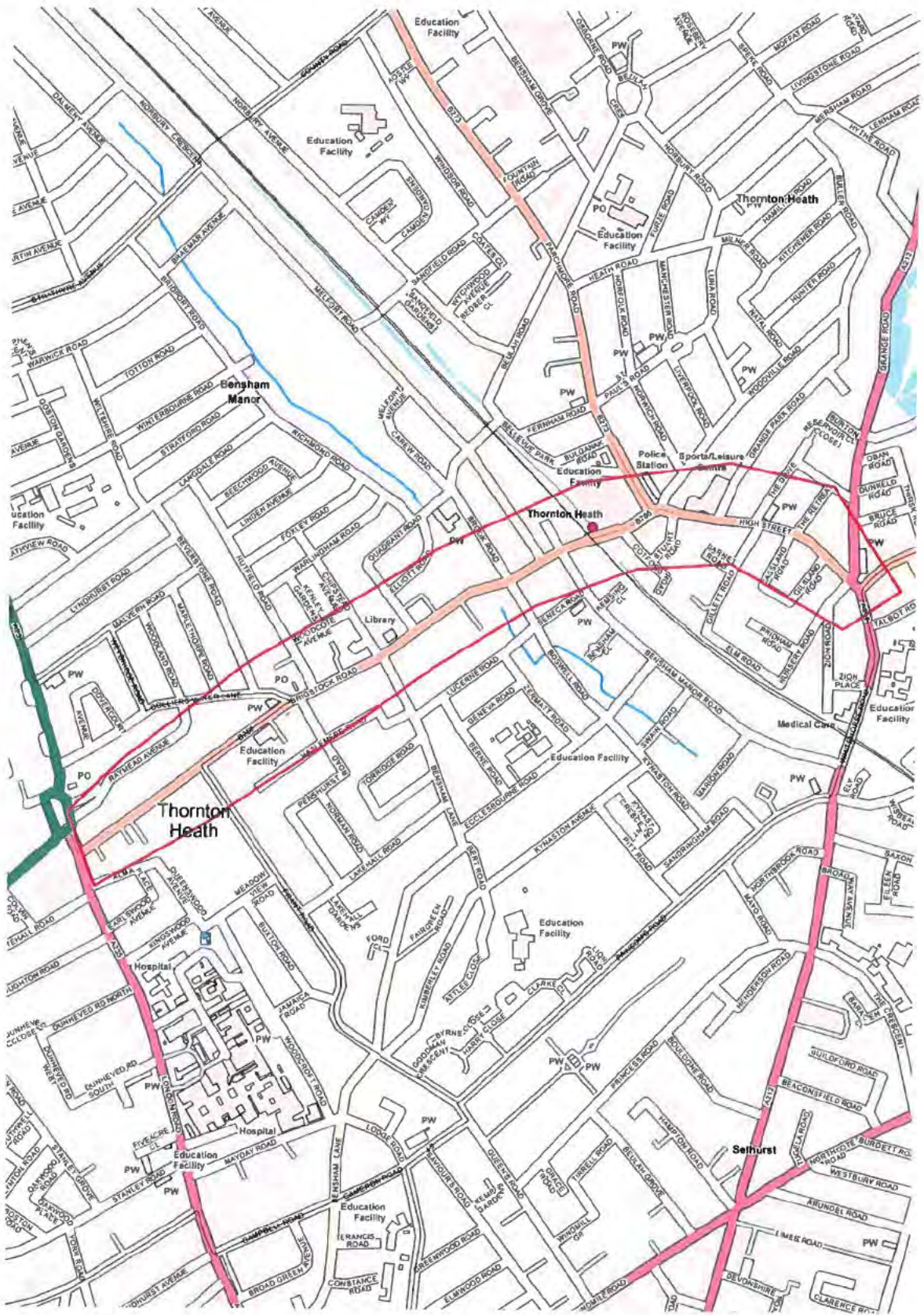
- 4.33 It therefore also recognises that, within the Cumulative Impact assessment areas, it may be able to approve licences that are unlikely to add significantly to the existing problems, and will consider the circumstances of each individual application on its merits.*
- 4.34 The Council acknowledges that the licensing function cannot be used for the general control of anti-social behaviour by individuals once they are beyond the direct control of the licensee of any premises concerned and that apart from the licensing function, there are a number of other measures available for addressing issues of unruly behaviour that can occur away from licensed premises.*
- 4.35 In recognising the importance of such measures, the Council will continue to seek further improvements to those already achieved in respect of planning controls and working in partnership with local businesses and transport operators on a number of measures to create a safe and clean environment in the following areas:*
- Provision of extensive CCTV and radio communication systems*
 - Improvements to street lighting*
 - Rubbish collection and street cleaning*
 - Provision of better late night bus, tram, rail and taxi/minicab services*
 - Provision of Police Officers/street and litter wardens*
 - Designation of areas within the borough, as part of a Public Space Protection Order, where alcohol may not be consumed publicly and monitoring the possible need for future designations in other parts of the borough**
 - Working in partnership with Croydon Borough Police on law enforcement issues relating to disorder and anti-social behaviour. These include the use of powers to issue fixed penalty notices, prosecuting those selling alcohol to people who are underage and/or drunk, confiscating alcohol from adults and children in designated areas and instant closure of licensed premises or temporary events on the grounds of disorder, or likelihood of disorder or excessive noise from the premises*
 - Working in partnership with Licensees and expecting them to support existing and future agreed measures set up to promote the strategic objectives for crime and disorder reduction within the Borough*
 - Acknowledging the powers of the police or other responsible authorities, or a local resident or business under the 2003 Act, to seek a review of the licence or certificate*

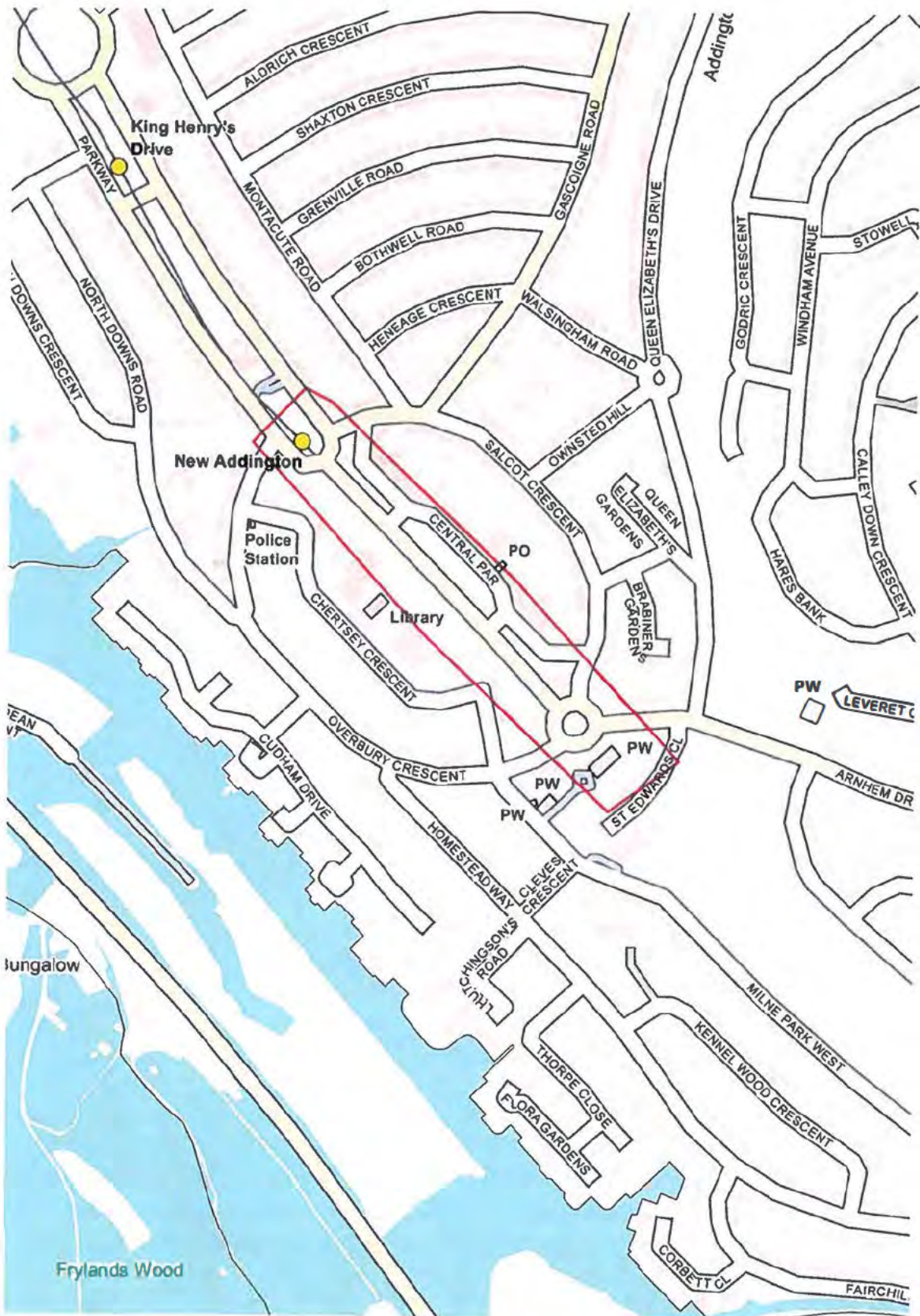
-Would existing licence/certificate holders and new applicants please note that a number of areas within the borough of Croydon may lie within Public Space Protection Orders (PSPO's) that may control the consumption of alcohol in public areas. Please contact the Council's licensing team if you wish to discuss how such orders may affect licensed premises.

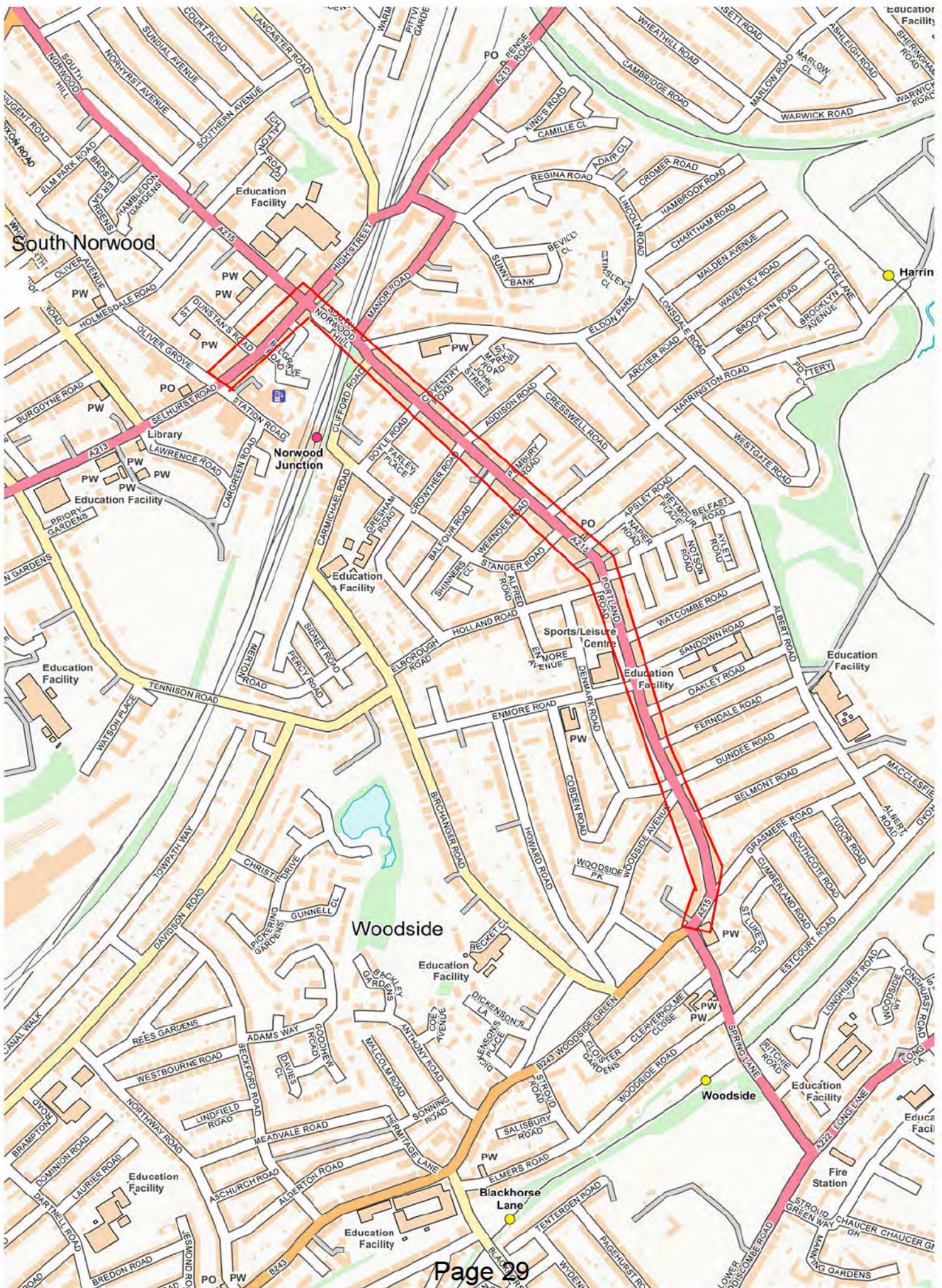
Part 2: Maps











Part 3 Evidence and Data (2025)

Local crime and disorder statistics

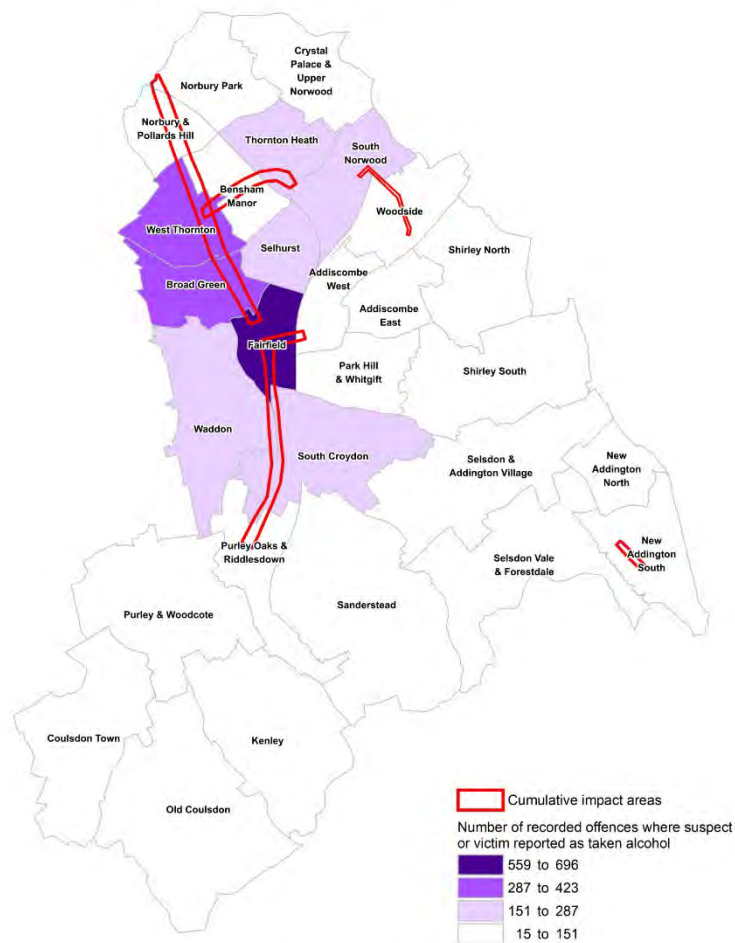
The Metropolitan Police Service (MPS) reports on recorded crimes within each local authority. In 2024/25, the Metropolitan Police Service recorded 34,949 crimes within Croydon. The most recorded crime was violence against the person (31.7% of all recorded crimes), followed by theft (22%) and vehicle offences (11%).ⁱ

This information does not specify whether alcohol was a factor in the offence being committed. The Crime Survey for England and Wales (CSEW) reports that, across England and Wales in 2023/24, 39% of the victims of violent incidents believed the offender(s) to be under the influence of alcohol.ⁱⁱ

Local data sourced from the policeⁱⁱⁱ shows that there were 3,903 offences recorded between March 2024 and November 2025 where either the victim or the suspect had consumed alcohol. As with all recorded offences, the town centre within Fairfield saw the highest number of alcohol-related offences.

Number of alcohol-related offences recorded by the police

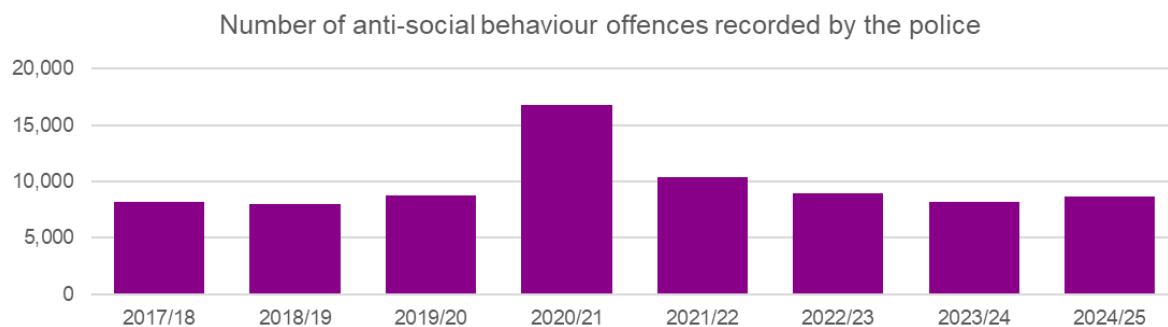
Where alcohol was recorded as taken by either the suspect or the victim of the offence.
Offences recorded between March 2024 and November 2025



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Statistics on local anti-social behaviour offences

A reliable indicator of identifying the level of alcohol-related nuisance or disorder is by looking at anti-social behaviour in the borough. In 2024/25 there were 8,648 calls of anti-social behaviour (ASB) made to the police in Croydon. It must be noted that incidents linked to Covid-19 restrictions are recorded as ASB (e.g. lack of social distancing, no mask wearing etc.) therefore this was the main contributor for the large number of calls in 2020/21 as shown in the following chart. Even though Covid-19 related calls partly contribute to the number of calls in 2021/22, there were much less restrictions in place compared to the year before.^{iv}



Local data sourced from the police⁶ shows that there were 3,337 anti-social behaviour incidents linked to alcohol between January 2023 and November 2025. There are high numbers of these in the town centre within Fairfield but also within all of the existing Cumulative Impact Areas, as well as some other isolated areas.

Number of alcohol-related anti-social behaviour incidents recorded by the police

Incidents recorded between January 2023 and November 2025



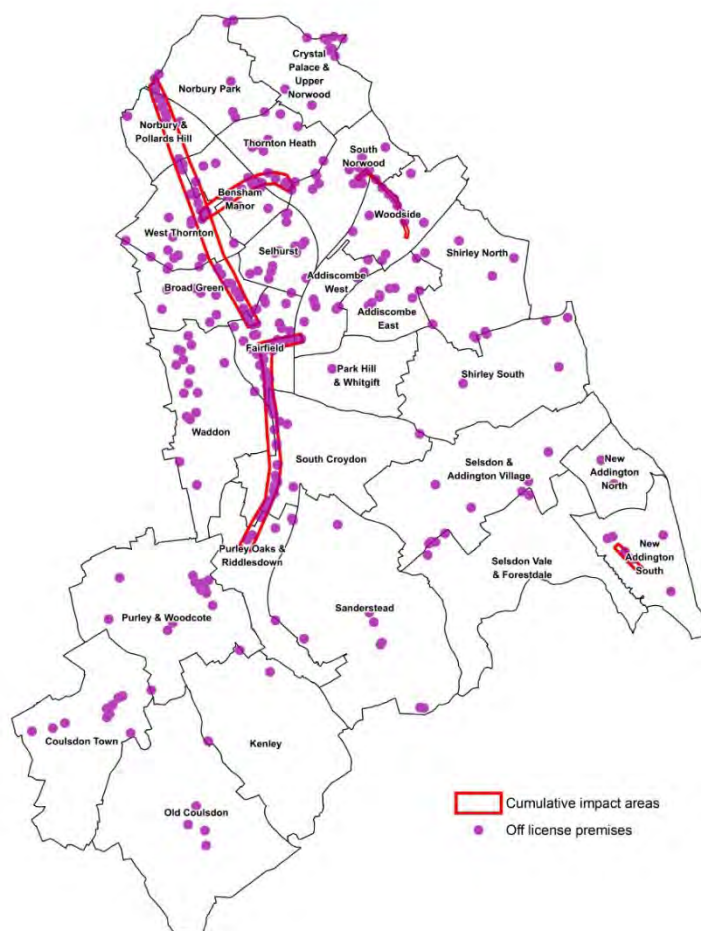
The density and number of current premises selling alcohol

As at December 2025, there were 524 premises in Croydon licensed to sell alcohol to drink off the premises (off-licenses). This is equal to a rate of 1.3 off-license premises

for every 1,000 people estimated to be living in Croydon and 1.7 per 1,000 of the adult 18+ population.^v

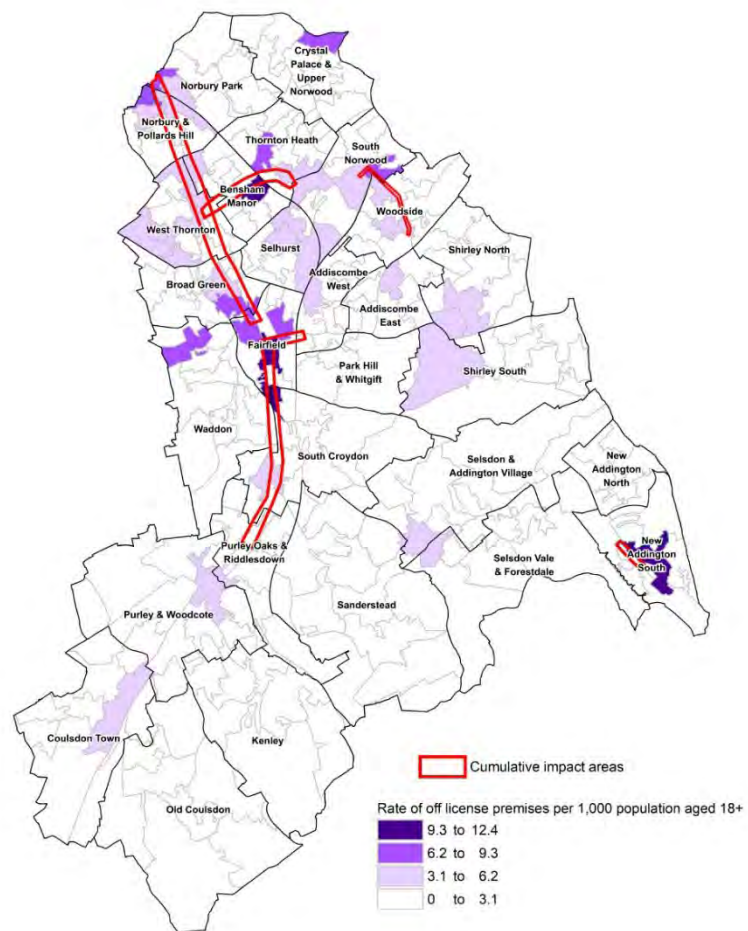
PHE analysis of alcohol sales data (sales in the on and off trade) has shown a positive association at local authority level between off-trade sales and alcohol-specific hospital admissions. No association was found for on-trade sales.⁶

Off License Premises in Croydon
December 2025



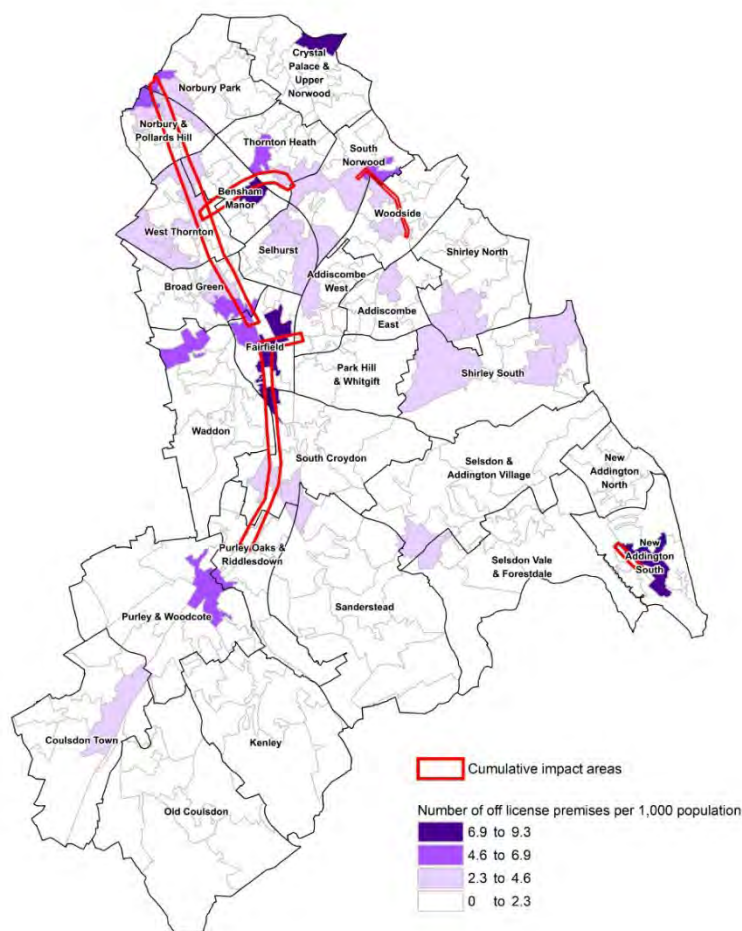
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Rate of off license premises per 1,000 population aged 18+
December 2025, population from ONS mid-2024 estimates



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Rate of off license premises per 1,000 population
December 2025, population from ONS mid-2024 estimates

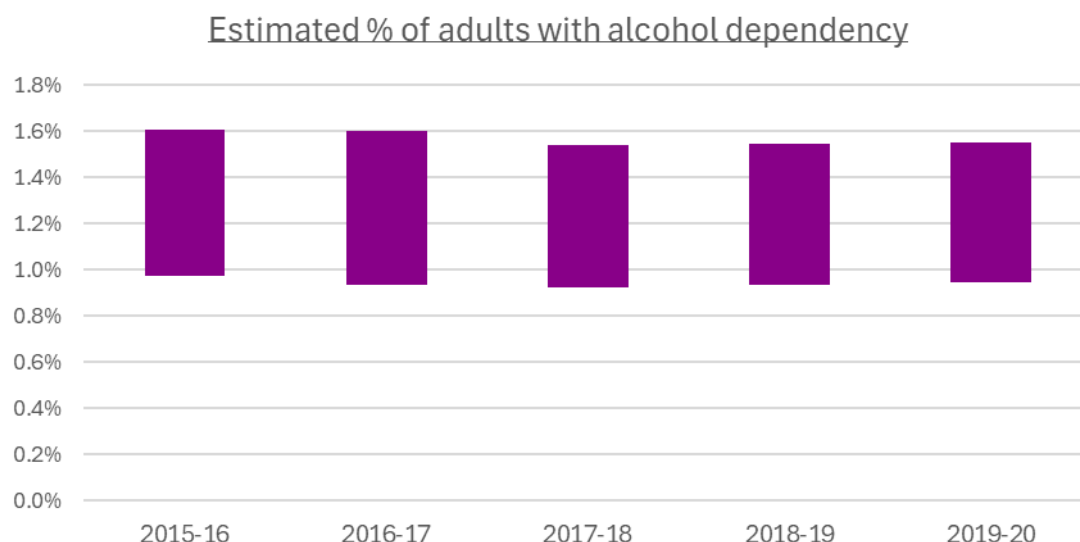


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Alcohol use and misuse in Croydon's population

Between 2,764 and 4,525 adults in Croydon were estimated to be alcohol-dependent in 2019-20, between 0.9% and 1.6% of the adult population.^{vi}

When looking at trend data, the estimated percentage of adults with alcohol dependency has remained relatively static in recent years.



21% of adults in Croydon abstain from alcohol. 8.6% binge drink on their heaviest drinking day and 15.8% drink more than 14 units of alcohol a week as estimated by the Health Survey for England (2015-18).⁶

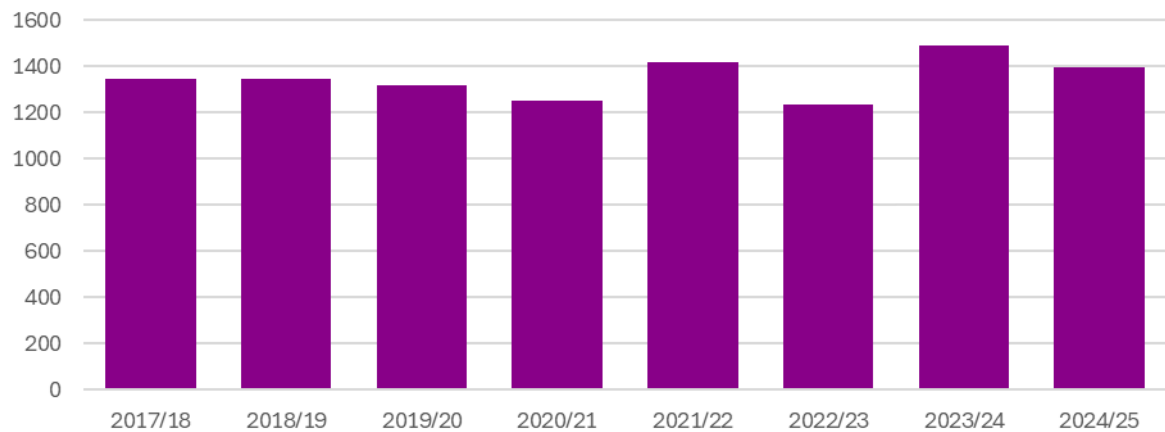
Alcohol specific hospital admissions for under 18s⁶

Between April 2021 and March 2024 there were 17 admissions to hospital for alcohol specific conditions in those under the age of 18. This is a crude rate of 6.3 per 100,000, lower than both England (22.6) and London (13.6).

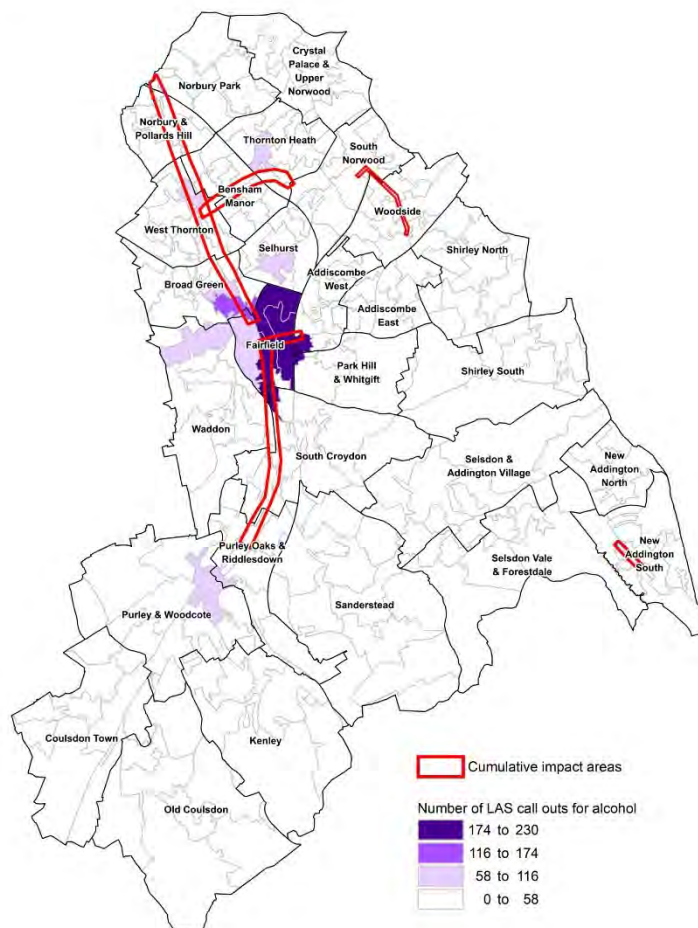
Ambulance incidents and dispatches^{vii}

In 2024/25 there were 1,396 alcohol-related callouts to the London Ambulance Service. The large increase in callouts in 2021/22 can be partly attributed to Covid-19 and the consequential government restrictions where many businesses were closed for substantial periods of time.

Number of alcohol-related ambulance call outs to Croydon



Number of London Ambulance Service call outs for alcohol reasons January 2023 to July 2025



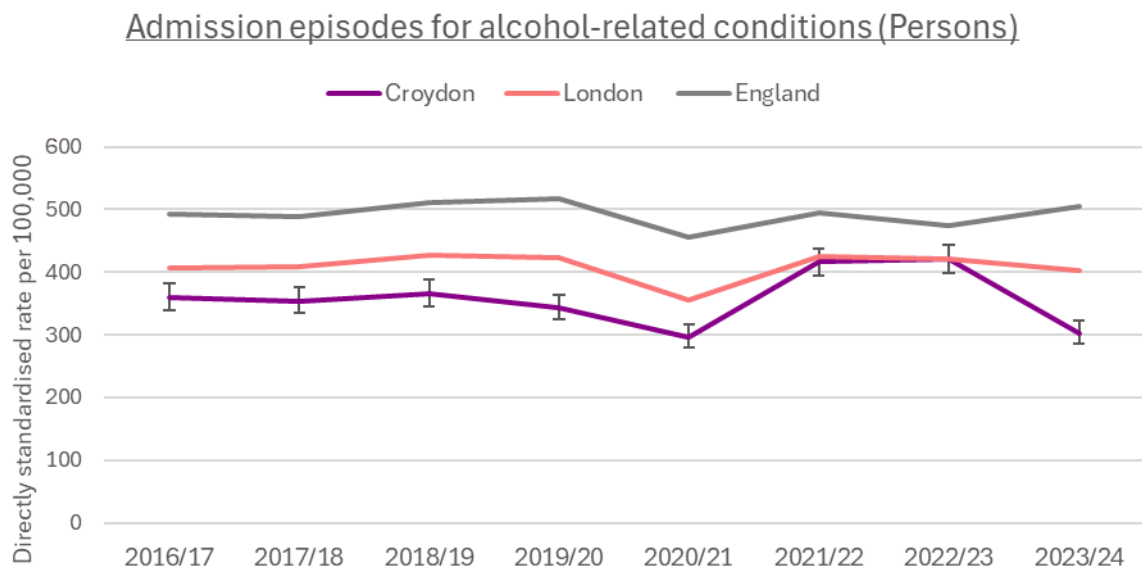
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Statistics on alcohol-related hospital admissions⁶

In 2023/24 there were 1,075 admissions to hospital for alcohol-related conditions (narrow definition). This is a rate of 303 per 100,000 population, lower than the rates seen across England (504) and London (403).

16% of these admissions were in people under 40 years of age, 55% in people aged 40-64 years and 29% in people aged 65 or above. In all age groups the rate of hospital admissions for alcohol related conditions is higher in males than females.

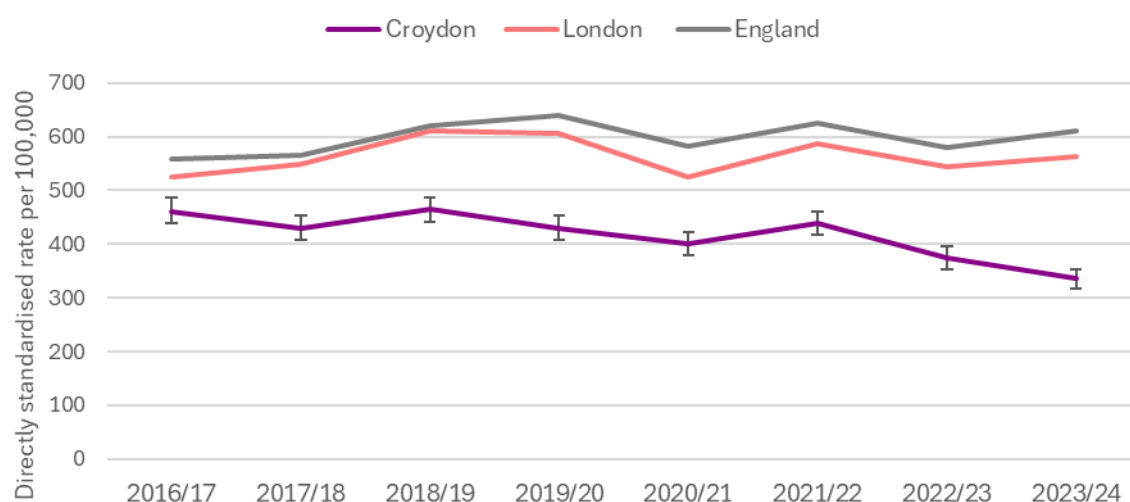
When looking at trend data since 2016/17, there has been no significant change in admissions for alcohol- related conditions in Croydon.



A further 1,217 admissions occurred in the same year for alcohol-specific conditions. This is a rate of 335 per 100,000 population, again lower than the rates seen across England (612) and London (564).

When looking at trend data since 2016/17, admissions for alcohol- specific conditions in Croydon have been significantly decreasing and getting better in recent years.

Admission episodes for alcohol-specific conditions (Persons)



Mortality⁶

Latest data (2024) shows that Croydon had an alcohol-specific mortality rate of 15.5 and an alcohol-related mortality rate of 39.1. Rates are directly standardised per 100,000 population. Croydon alcohol-specific mortality rates were similar to England (13.8) and higher than London (10.9).

Alcohol-related mortality rates in Croydon were similar to England (38.9) and higher than London (32.6). Alcohol-related mortality rates in Croydon were higher in males (63.4) than females (18.6) which were also similar to England and London.

ⁱ Metropolitan Police Service figures from Greater London Authority
https://data.london.gov.uk/dataset/recorded_crime_summary

ⁱⁱ ONS. Crime Survey for England and Wales, 2023-24, nature of crime tables (violence),
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/natureofcrimetablesviolence>

ⁱⁱⁱ Local police data provided on number of offences within Croydon where victim or suspect were reported as having consumed alcohol and on the number of antisocial behaviour incidents.

^{iv} Police.data figures from Greater London Authority SafeStats tool (restricted access). SafeStats contains non-official data for the purposes of operational and strategic insight and is accurate only at the point in time that it is received by SafeStats therefore there are caveats regarding the accuracy of this data. A number of ASB incidents had no spatial information recorded so map only shows data where this was available.
<https://www.london.gov.uk/programmes-strategies/research-and-analysis/people-and-communities/safestats/about-safestats>

^v Local council data of off-license premises location. Rates based on ONS mid-year estimates, mid-2024.
<https://www.ons.gov.uk/peoplepopulationandcommunity/populationandmigration/populationestimates/datasets/lowersuperoutputareamidyearpopulationestimates>

^{vi} OHID. Estimates of alcohol dependent adults, based on 2014 Adult Psychiatric Morbidity Survey.
<https://www.gov.uk/government/publications/alcohol-dependence-prevalence-in-england>

^{vii} London Ambulance Service incidents from Greater London Authority SafeStats tool (restricted access).
SafeStats contains non-official data for the purposes of operational and strategic insight and is accurate only at the point in time that it is received by SafeStats therefore there are caveats regarding the accuracy of this data.
<https://www.london.gov.uk/programmes-strategies/research-and-analysis/people-and-communities/safestats/about-safestats>