

Agenda

Licensing Committee



Date	Thursday, 11 July 2013 at 10.00am
Venue	Town Hall, St Annes
Committee members	Councillor Angela Jacques (Chairman) Councillor Dawn Prestwich (Vice-Chairman) Councillors Christine Akeroyd, Susan Ashton, Brenda Ackers, Keith Beckett, Alan Clayton, Simon Cox, Susanne Cunningham, David Donaldson, Leonard Davies, John Davies, Kathleen Harper, Karen Henshaw, Ken Hopwood

Item		Page
1	Declarations of Interest: Any member needing advice on Declarations of Interest should contact the Monitoring Officer before the meeting.	1
2	Confirmation of Minutes: To confirm the minutes of the previous meeting held on 12 October 2012 as a correct record. As attached at the end of the agenda.	1
3	Substitute Members: Details of any substitute members notified in accordance with council procedure rule 24.3.	1
4	Consultation Regarding Early Morning Alcohol Restriction Order by Blackpool Borough Council	3 – 53
5	Licensing Act 2003	54 – 56

The code of conduct for members can be found in the council's constitution at www.fylde.gov.uk/council-and-democracy/constitution

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REPORT

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES	LICENSING COMMITTEE	11 TH JULY 2013	4

CONSULTATION REGARDING EARLY MORNING ALCOHOL RESTRICTION ORDER BY BLACKPOOL BOROUGH COUNCIL

Public Item

This item is for consideration in the public part of the meeting.

Summary

Blackpool Council has recently commenced a consultation regarding the introduction of an Early Morning Alcohol Restriction Order (EMRO) for an area of Blackpool Town Centre. The final date for any comments to the consultation is the 25th July 2013.

The Committee will be reminded of the principles of an EMRO and consider the formulation of a potential response to the consultation.

1. Recommendation

That the Committee consider the report.

Summary of previous decisions

This matter has not previously been referred to the Licensing Committee

Report

1. Blackpool Council have recently commenced a consultation exercise regarding the creation of an Early Morning Alcohol Restriction Order (EMRO) under S172a of the Licensing Act 2003 and as part of that consultation have written to the Chief Executive.
2. An Early Morning Alcohol Restriction Order will restrict the time after which alcohol may be sold or supplied, with the time being set by the Licensing Authority being between midnight and 06:00 whether under a Premises Licence, Club Premises Certificate or Temporary Event Notice;

Continued....

3. An EMRO can apply to any specific days, periods, specific areas or even a single street specified in the EMRO but an EMRO will not apply on New Year's Eve into New Year's Day;
4. The effect of this EMRO “would be that any Premises Licence, Club Premises Certificate or temporary event notice in relation to which the order applied would not have effect to the extent that it authorises the sale or supply of alcohol between 03.00 and 06.00 hours. The proposed order would apply seven days a week with the exception of Christmas Day and New Years Day until such time as it is revoked or amended.”
5. Members may wish to note that two premises are currently licensed in the Fylde area for the sale/supply beyond 3am. There are also a number of hotels in the Borough where alcohol may be sold to be residents and their bona fide guests 24 hours a day.
6. Members will therefore be requested to consider the report and the consultation document and determine whether a response to the consultation is necessary and if so, how that response should be formulated noting that any response should be submitted by the 25th July 2013.

IMPLICATIONS	
Finance	There are no implications arising directly from the report.
Legal	There are no implications arising directly from the report.
Community Safety	There are no implications arising directly from the report.
Human Rights and Equalities	There are no implications arising directly from the report.
Sustainability and Environmental Impact	There are no implications arising directly from the report
Health & Safety and Risk Management	There are no implications arising directly from the report.

Report Author	Tel	Date	Doc ID
Chris Hambly	(01253) 658422	24 th June 2013	

List of Background Papers		
Name of document	Date	Where available for inspection
Document name		Council office or website address

Attached documents

1. Early Morning Alcohol Restriction Order Consultation.
2. Cost of Alcohol to the North West Economy
3. Police Response to Consultation

Consultation on proposal to make an Early Morning Alcohol Restriction Order

Blackpool Council



Consultation on proposal to make an Early Morning Alcohol Restriction Order

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Consultation on proposal to make an Early Morning Alcohol Restriction Order

Blackpool Council is considering making an Early Morning Alcohol Restriction Order and would like to hear your views.

Introduction

An Early Morning Alcohol Restriction Order (EMRO) is designed to address recurring problems such as high levels of crime and disorder and anti-social behaviour which is alcohol-related and where the behaviour is not directly attributable to specific premises.

The Police Reform and Social Responsibility Act 2011 amended the Licensing Act 2003 to permit a licensing authority to restrict the sale of alcohol between midnight and 06:00 hours.

An EMRO may be made by a licensing authority if it considers it appropriate to do so for the promotion of the licensing objectives. Blackpool's licensing objectives are:

1. Prevention of crime and disorder
2. Public safety
3. The prevention of public nuisance
4. The protection of children from harm

The provisions can be tailored to deal with the specific problems being experienced; it does not have to apply to the whole of the authority's area 365 days a year. Any proposed order must state

- The area to be covered by the order
- The days of operation (the whole week or specified days)
- The hours of operation
- The period of operation (the whole year or specific times of the year although an EMRO cannot apply on New Years Eve into New Years Day)

There are two prescribed exceptions:

1. Premises which are a hotel or comparable premises at which the supply of alcohol between midnight and 6 am on any day may only be made to a person –
 - a. Who is staying at the premises, and
 - b. For consumption only in the room at which the person is staying on the premises
2. Premises which are authorised to supply alcohol for consumption on the premises between midnight and 6 am on 1st January in every year (but are not so authorised at those times on any other day in any year)

Consultation on proposal to make an Early Morning Alcohol Restriction Order

Proposal

The Council's Licensing Committee following consideration of views resolved to consult on a proposal to introduce an EMRO covering the main streets in Blackpool Town Centre. The areas affected are (all or part of):

- Queen Street/Queen Square
- Springfield Road
- Promenade (between New Bonny Street & Banks Street)
- Bank Hey Street
- Market Street
- Dickson Road
- Talbot Road
- West Street
- Corporation Street
- Abingdon Street
- The Strand

A map of the area is attached.

The EMRO as proposed would prohibit, within the defined area, the sale of alcohol 03:00 to 06:00 hours daily through out the year with the exception of Christmas Day and New Years Day. Currently there are 24 premises in the area licensed to sell alcohol after 03.00 hours.

Why is an EMRO being considered?

Blackpool Council places a high priority on having an economy that is vibrant and successful as a means to build local prosperity, the health of the Town Centre economy is a key part of that ambition. The Council has two of its six objectives targeted as a healthier economy, these are to:

1. Expand and promote tourism, arts, heritage and cultural offer, and to
2. Create safer communities and reduce crime and anti-social behaviour

The Council is concerned about the high level of crime and anti-social behaviour in the proposed area which is detrimental to the regeneration work that is on-going. A town with a reputation for high levels of crime and anti-social behaviour is going to struggle to attract the wide and varied audience that can support and sustain businesses in a way that will encourage the town to grow rather than shrink.

The concentration of licensed premises where the main or only activity is the consumption of alcohol has led to the area becoming known as a destination for stag and hen parties rather than a family destination. The Council

Consultation on proposal to make an Early Morning Alcohol Restriction Order

believes that the creation of an EMRO will reduce crime and anti-social behaviour in the area and help create conditions where a more varied offer can be made with businesses not solely based on high levels of alcohol consumption can thrive.

Information provided by Lancashire Constabulary in support of the creation of an EMRO indicates that the main night-time economy area of the town is a hot spot in relation to violence and demands on the Police and other services. Significant police resources have been diverted to the town centre area to maintain public reassurance and ensure that criminal activity is kept as low as possible. The result is that policing levels in the residential areas is not as high as it would otherwise be.

Despite the levels of resource deployed the total number of violent crimes in the area of the proposed EMRO has risen. A significant number of these crimes are committed after 3am.

Guidance from the Secretary of State recommends that licensing authorities should consider whether other measures may address the problems:

- Since 2009 the area under consideration has been part of the cumulative impact area. This means that for new applications, or variations to existing licences involving the sale of alcohol, the presumption is that these applications will be refused unless it can be shown by the applicant that there will be no adverse impact on the licensing objectives. This control has been put in place yet problems with crime and anti-social behaviour persist.
- Reviews of premises licences where specific problems occur are also a useful tool which has been used on a number of occasions on premises in the area subject to the proposal since 2007.

Some issues to consider:

There has already been some discussion about what an EMRO might mean for Blackpool, below are some of the points raised in the debate so far, this is by no means an exhaustive list of the issues that could be raised but it is designed to help stimulate thought and prompt a response to the consultation as it is vital that the licensing committee have a wide range of views in front of them when they come to make a decision.

The EMRO could:

Be an opportunity to encourage people to visit the town centre earlier in the evening rather than drinking at home (pre-loading) before coming into the town centre much later.

Change perceptions regarding the safety of the area to encourage more and varied groups of people into the town centre in evenings.

Encourage people to return home earlier reducing noise nuisance and anti-social behaviour as people either walk

Consultation on proposal to make an Early Morning Alcohol Restriction Order

home or go home by taxi

Free up Police and other emergency services benefitting the whole of Blackpool.

See a reduction in late night crime and disorder would allow resources to be targeted at preparing the town for the next day's visitors rather than still be dealing with the previous night's problems.

Create a risk of venues closing in the town – some venues which rely on the post 3am trade have raised concerns about becoming financially un-viable resulting in closure and associated job losses if these businesses were not to be replaced by other operators.

May encourage potential customers to travel out of town to areas with later opening hours, or groups from out of town may choose an alternative venue for their weekend away or evening out.

Could result in no change. An EMRO prevents the sale of alcohol beyond a certain time, but it does not apply to other licensable activities. Premises could continue to offer other licensable activities such as regulated entertainment and late night refreshment until the closing time shown on the licence.

How can you give your views?

You can give your views on the proposal on the consultation response form which contains the information required by the legislation. The form must be received no later than **25th July 2013**. The forms should be returned to:

Blackpool Council Licensing Service

PO Box 4

Municipal Buildings

Blackpool

FY1 1NA

By email to licensing.la2003@blackpool.gov.uk

What happens next?

Everyone who has made a written representation will then be invited to attend a hearing before the Licensing Committee which is scheduled for 4th and 5th September 2013.

Consultation on proposal to make an Early Morning Alcohol Restriction Order

The licensing committee will hear all views expressed through the consultation and having heard the arguments take a view about whether or not to proceed with the EMRO as proposed.

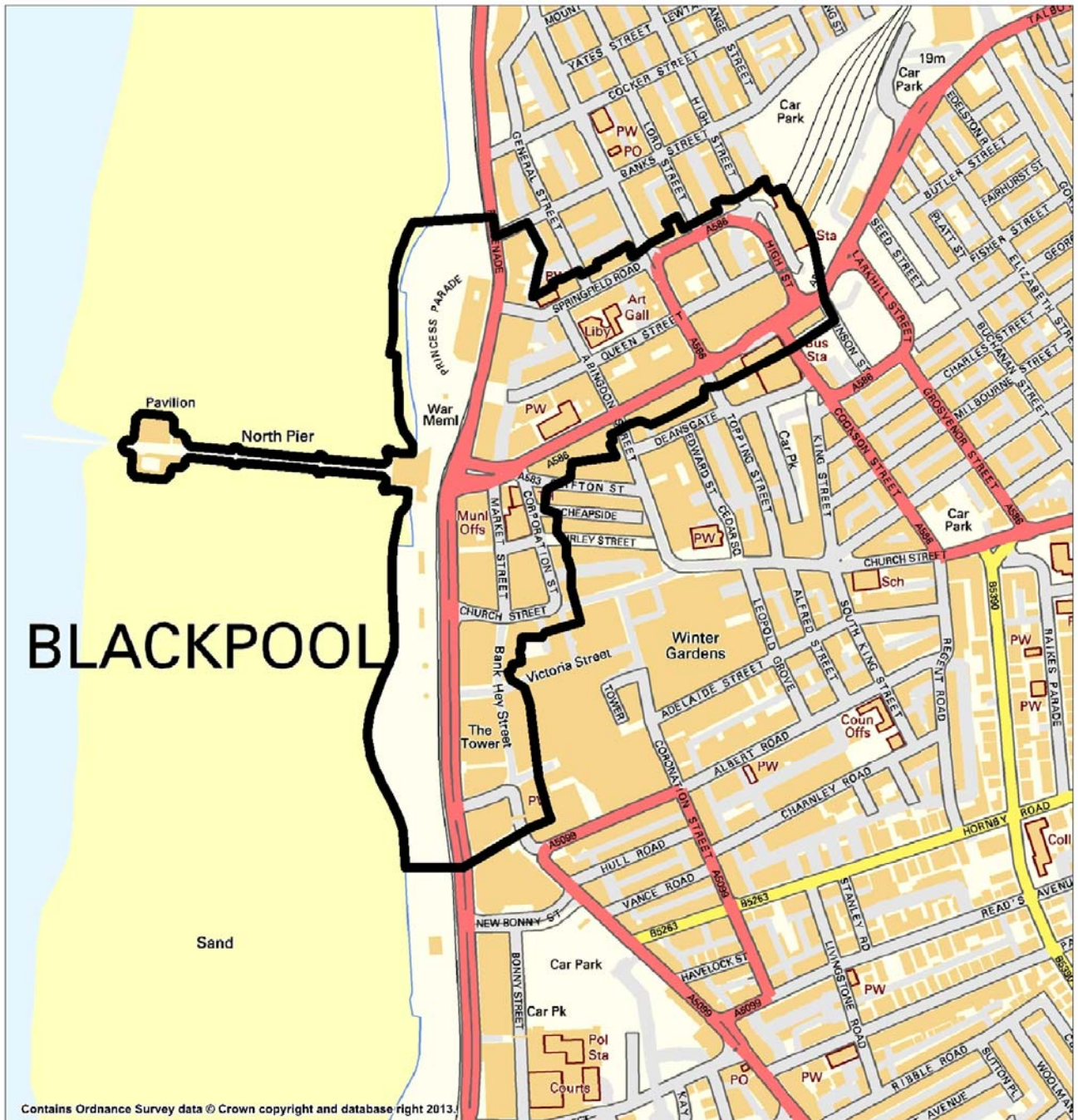
If the Licensing Committee, after considering all of the representations, is of the opinion that it is appropriate for the promotion of the licensing objectives to make an order, the Council will be asked to make an Early Morning Alcohol Restriction order at its meeting on 18th September 2013.

If the Licensing Committee were minded to consider a different proposal to that consulted on then it could resolve to have a further consultation on the new proposal.

Should the Licensing Committee resolve not to take the proposal any further then the process would end at that point.

If you have any queries about this consultation document you can contact Sharon Davies on 01253 478518; email sharon.davies@blackpool.gov.uk

Consultation on proposal to make an Early Morning Alcohol Restriction Order



The Cost of Alcohol to the North West Economy Part A

May 2012

Foreword

Local Authorities are working together across the North West to address the financial and social cost of alcohol harm. We want to save lives, help people to be healthier and safer and reduce the costs of alcohol harm to the public purse. We have commissioned this research to help understand the economic damage which over consumption of alcohol is causing. We are sure that the figures contained within this document will be concerning to many readers, like they were to us.

This report shows that alcohol associated crime, NHS and Local Authority services, as well as the cost of lost workforce productivity, amounts to more than £3 billion per year in the North West. This equates to an average of £439 per head per year, rising to more than £700 in the worst affected areas, far higher than the average cost per person for England of £387.

This report highlights clearly the scale of costs to the public sector, but it is in reality only the tip of the iceberg as many costs are hidden. Alcohol impacts on almost every service that the public sector provides, even down to street cleaning for instance. There are also of course the social costs of alcohol not included within this report, for instance the lives lost, injuries sustained or the turmoil caused to families and friends by heavy drinking.

International and UK medical experts and academics agree that the evidence shows that we are drinking three times as much per head as we were fifty years ago [1]. They also agree that cheap alcohol is fuelling increased consumption and alcohol related harms, and that setting a minimum price of 50p per unit of alcohol would be the single most effective policy in rebalancing the alcohol culture in England and Wales.

If you are interested in knowing more about the impact of alcohol in the North West, or would like to know what more you can do to help rebalance the UK's drinking culture, please visit:

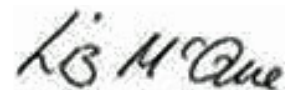
www.drinkwisenorthwest.org



Margaret Carney
Chief Executive
Sefton Council



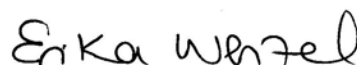
Mark Cullinan
Chief Executive
Lancaster City Council



Liz McQue
Chief Executive
North West Employers



Steven Pleasant
Chief Executive
Tameside MBC



Erika Wenzel
Chief Executive
Cheshire East Council

[1] House of Commons Health Committee on Alcohol – First report of session 2009-10, Volume 1, p.117

Introduction

This report has been commissioned by North West Employers and Drink Wise North West on behalf of Local Authorities in the North West region. The analysis has been undertaken by Balance North East and Our Life.

The aim of this report is to show the costs of alcohol to our society which need to be tackled. The costs have been calculated to represent 2010/11 values (adjusted using HM Treasury deflators [1]). The cost of alcohol to the North West has been broken down into four main areas which are analysed within this report:

- NHS costs
- Crime and licensing costs
- Workforce and wider economic costs
- Social services' costs

The figures are presented across the five sub-regions of the North West on both an actual cost basis and an average per person cost. The analysis also breaks the cost of alcohol down to Local Authority level. The most costly Local Authorities per person are shown on page 4 with cost tables for all Local Authorities in the North West at page 10 and 11. A full methodology and data tables can be found within Part B of this report.

As a region, the North West accounts for 13.3% of the population of England and 12.6% of the population of England and Wales (population statistics can be found at Appendix A). Yet it bears the burden of 14.8% of the national costs. Once you start to drill deeper into the figures it becomes apparent that within the North West we have some of the highest alcohol related costs in the country.

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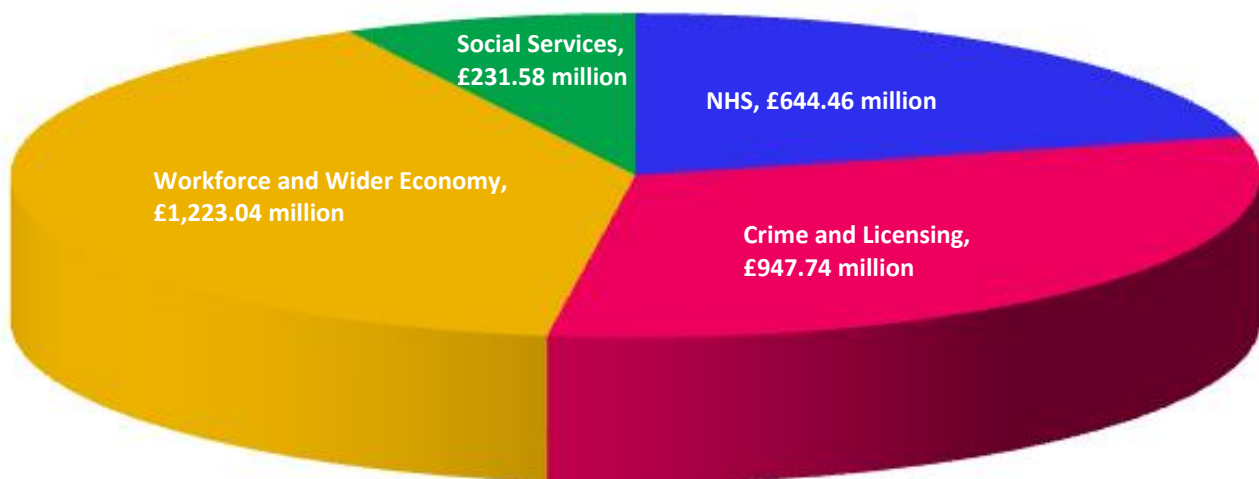
[1] http://www.hm-treasury.gov.uk/data_gdp_fig.htm

The cost of alcohol to the North West

The scale of the cost of alcohol harm in the North West proves without a doubt that urgent action is needed to rebalance the UK's drinking culture. One in four of us in the North West are drinking at levels which pose considerable risk to our health, safety and wellbeing [1], leading to unnecessary alcohol related deaths, illnesses and injuries as well as increased crime, family breakdown and unemployment.

The cost of dealing with these negative impacts of alcohol amounts to more than £3 billion per year in the North West. This adds up to an average of £439 for every man, woman and child living in our region. At a time when the public sector is being squeezed harder and harder, that's a big bill we simply cannot afford to keep paying when we need to be protecting our front line services.

Cost of alcohol to the North West 2010/11 (total £3.046 billion)

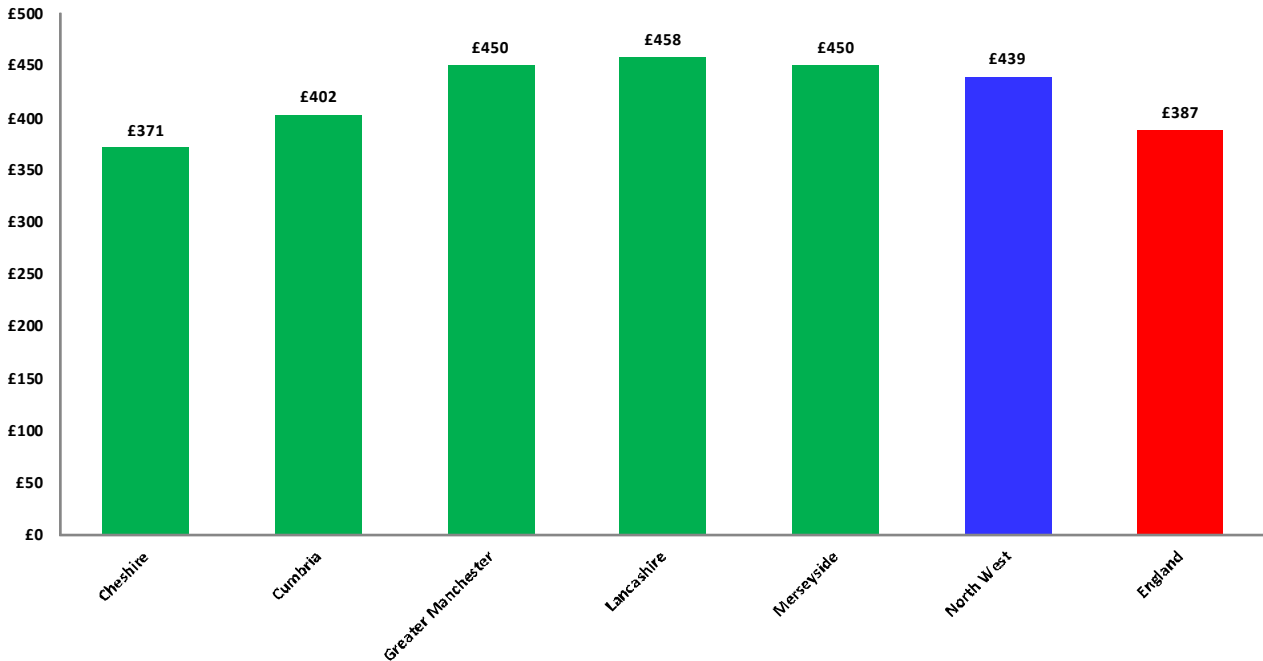


[1] Health and Lifestyles in the North West Centre for Public Health, Liverpool John Moores University, Deacon et al, 2008

Cost of alcohol to the North West's sub-regions

The five sub-regions of the North West (Cheshire, Cumbria, Greater Manchester, Lancashire and Merseyside) are comprised of 39 councils (including unitary authorities). The costs to each sub-region weighted per person varies substantially. At one end of the spectrum the total cost burden of alcohol in Cheshire is calculated at £371 per person per year, whilst in Lancashire that figure shoots up to £458 per person, 18% above the national average of £387.

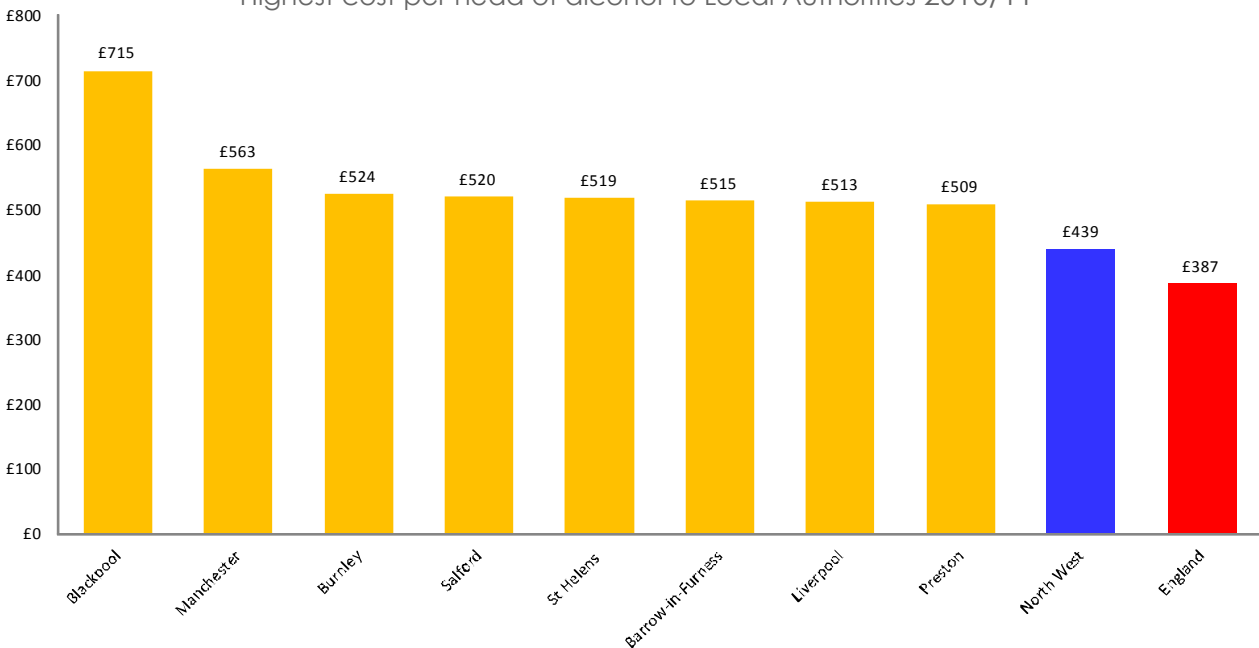
Cost of Alcohol per head of the North West population 2010/11



Local Authorities where alcohol costs are highest

All Local Authority areas in the North West are facing a huge bill because of alcohol related harm. This chart shows the worst affected eight Local Authority areas. These eight all incur costs of more than £500 per person due to alcohol, with the most expensive area, Blackpool, costing £715 per person in 2010/11, almost twice the national average of £387 (see page 11 for costs per person by Local Authority).

Highest cost per head of alcohol to Local Authorities 2010/11

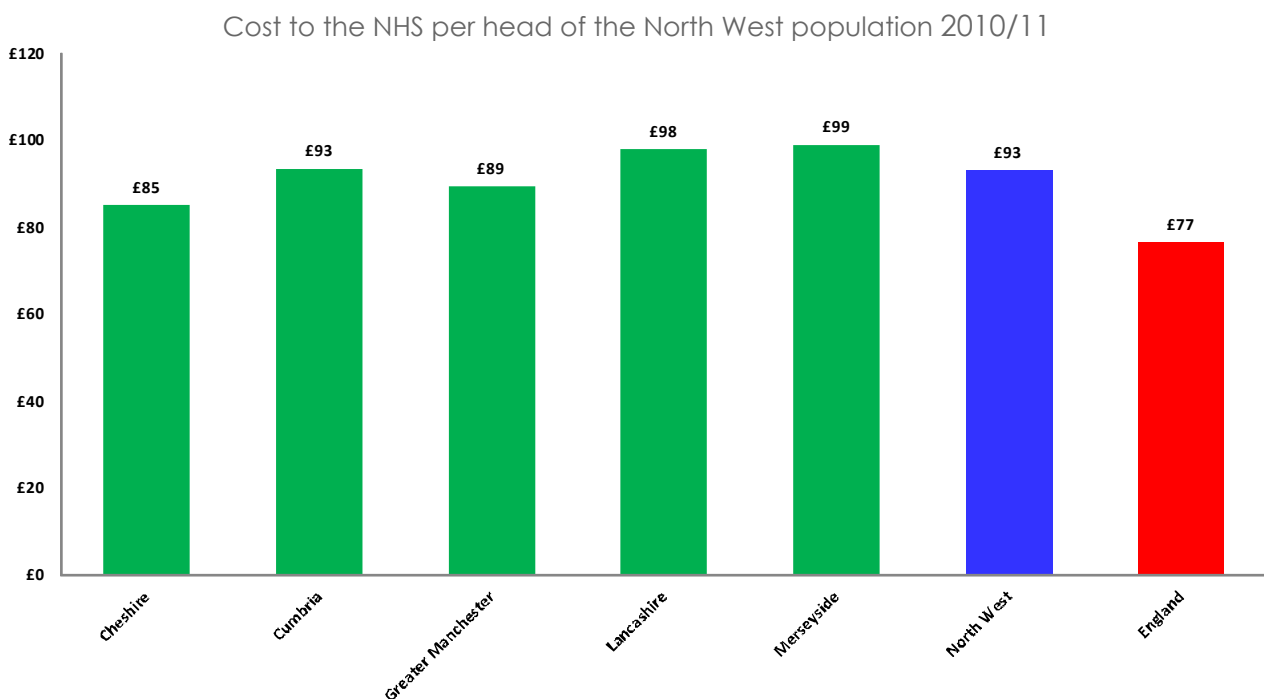


Cost of alcohol to the NHS*

There were more than one million hospital admissions linked to alcohol in 2009/10 [1], and up to 70% of night admissions and 40% of daytime admissions to UK hospital emergency departments are caused by alcohol [2]. This means that someone is admitted to hospital every four minutes because of alcohol in the North West [3]. Many people have warned that if this staggering health burden is not addressed, the challenge of treating alcohol related illnesses and injuries will bring the NHS to its knees in future years.

Alcohol related costs to the NHS measured by this report include hospital activity, A&E emergency visits, GP consultations and the prescription of specialist drugs. The average cost of alcohol to the NHS in England is £77 per person, with a total cost of almost £4 billion in 2010/11.

Costs to the NHS per head are higher across all five North West sub-regions than the national average. This cost ranges from £85 per person for Cheshire to £99 per person in Merseyside.



The actual costs to the NHS are considerable. For the entire North West region, alcohol costs the NHS more than £644 million. This is 16% of the total cost to the NHS in England of almost £4 billion.

Total cost to the NHS 2010/11

Area	NHS cost
Cheshire	£75.70 million
Cumbria	£46.22 million
Greater Manchester	£235.19 million
Lancashire	£141.92 million
Merseyside	£145.85 million
North West	£644.46 million
England	£3,999.09 million

* All NHS prices are at 2010/11 prices, except for hospital admissions, which are 2009/10 figures

[1] Evidence from the Department of Health

[2] House of Commons Health Committee on Alcohol – First report of session 2009-10, Volume 1, p.28

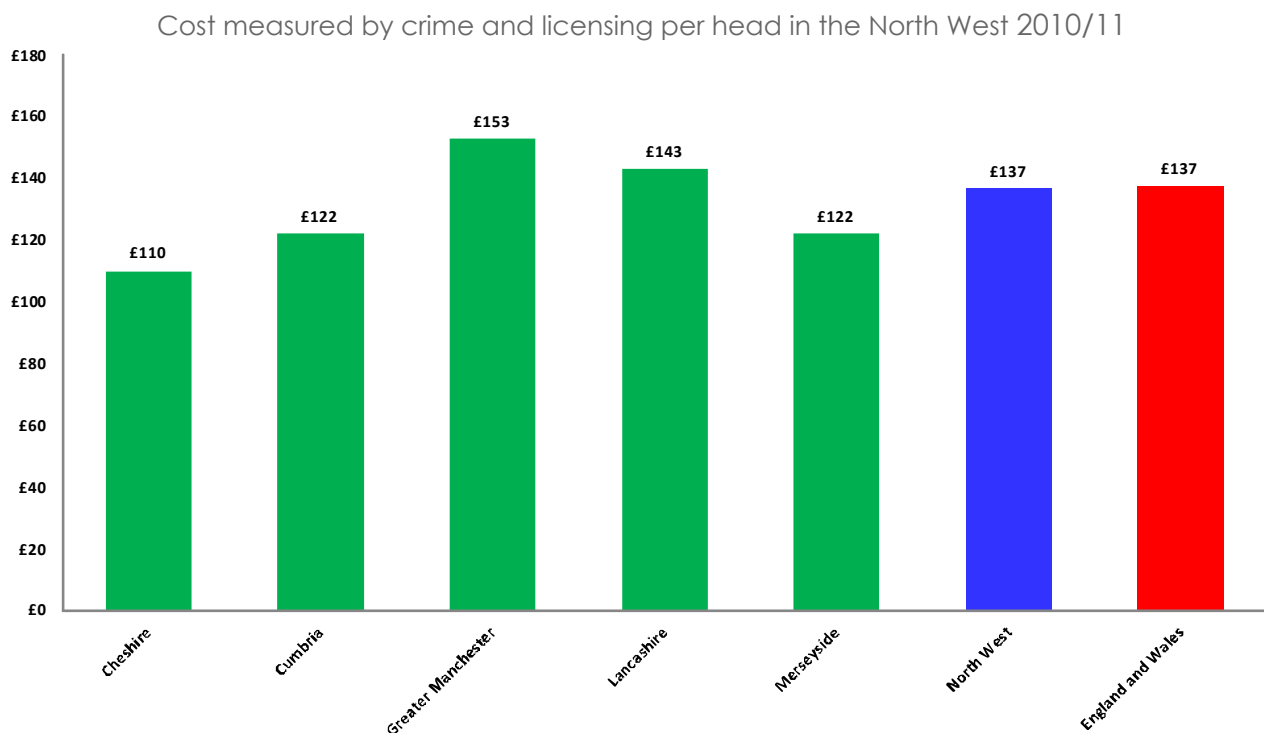
[3] Drink Wise North West analysis of hospital admissions data

Cost of alcohol in crime and licensing

The crime and social disorder caused by excessive drinking is costing us almost £1 billion a year in the North West alone. Alcohol is fuelling violence on the streets in our homes, criminal damage, theft, sexual assaults - a litany of criminality that we need to find ways to deal with.

Crime and licensing costs includes alcohol related and alcohol specific crimes, the issuing of penalty notices for disorder and the costs incurred by licensing authorities and licensees. The cost to the region was £947 million, which equates to £137 per person in 2010/11.

The North West average cost per person is the same as the national average, at £137. Costs in Greater Manchester (£153 per head) and Lancashire (£143) are higher than the national average.



The cost of alcohol related crime and licensing for the North West region alone stands at almost £1 billion, 12.5% of the English and Welsh total of more than £7.5 billion 2010/11.

Total cost in terms of crime and licensing 2010/11

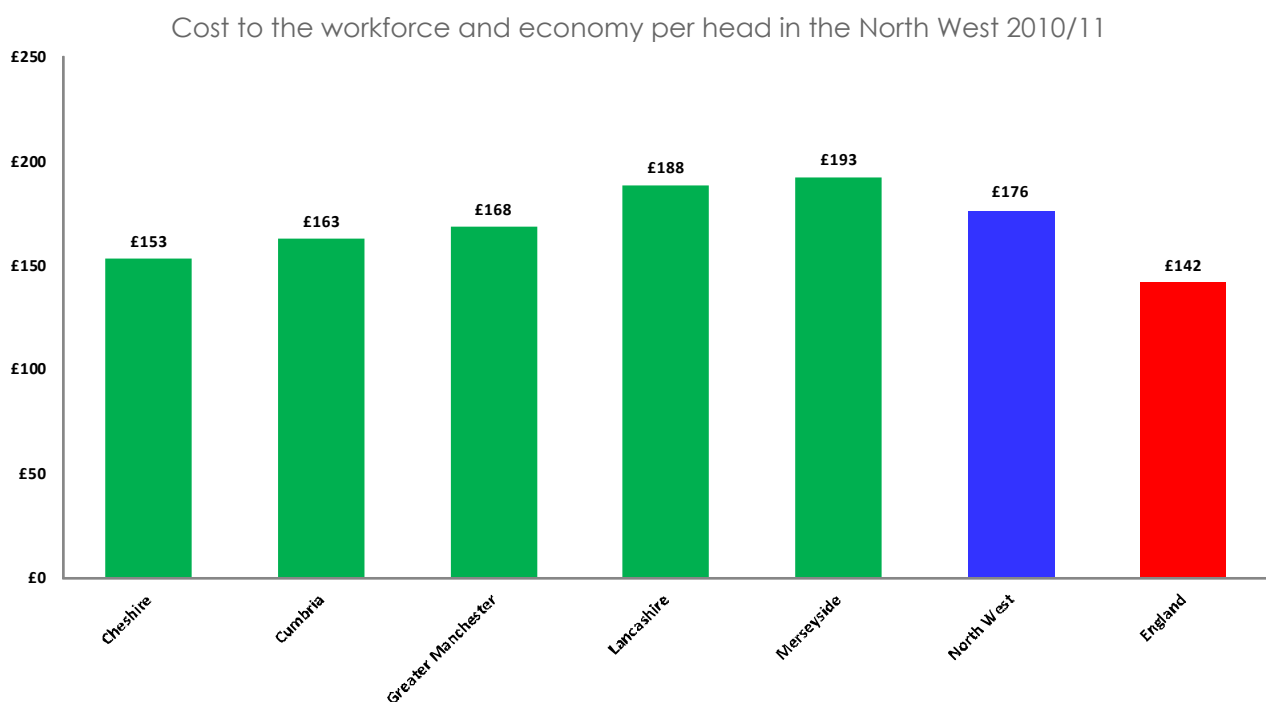
Area	Crime and licensing cost
Cheshire	£97.94 million
Cumbria	£60.40 million
Greater Manchester	£402.15 million
Lancashire	£207.14 million
Merseyside	£180.11 million
North West	£947.74 million
England	£7,586.04 million

Cost of alcohol to the workforce and wider economy

The productivity of the workforce is a key component in helping to ensure economic growth and prosperity, especially necessary during these times of austerity. The cost of lost productivity due to alcohol is a major economic problem, now more than ever.

Costs to the workforce and wider economy are worked out using three measures: lost output due to absenteeism; lost output due to reduced employment; and, lost output due to premature death.

The total cost for England of more than £7.4 billion per year represents an average cost of £142 per person. Across the North West the average cost per person is £176. All five sub-regions spend more per person than the national average, from £153 per person in Cheshire, to £193 per person in Merseyside.



Total cost to the workforce and wider economy 2010/11

The cost to the North West in real terms is calculated at £1.223 billion. This is 16.5% of the total cost for England to the workforce and wider economy of £7.4 billion.

Area	Workforce and wider economy cost
Cheshire	£135.90 million
Cumbria	£80.46 million
Greater Manchester	£442.19 million
Lancashire	£272.33 million
Merseyside	£283.49 million
North West	£1,223.04 million
England	£7,401.36 million

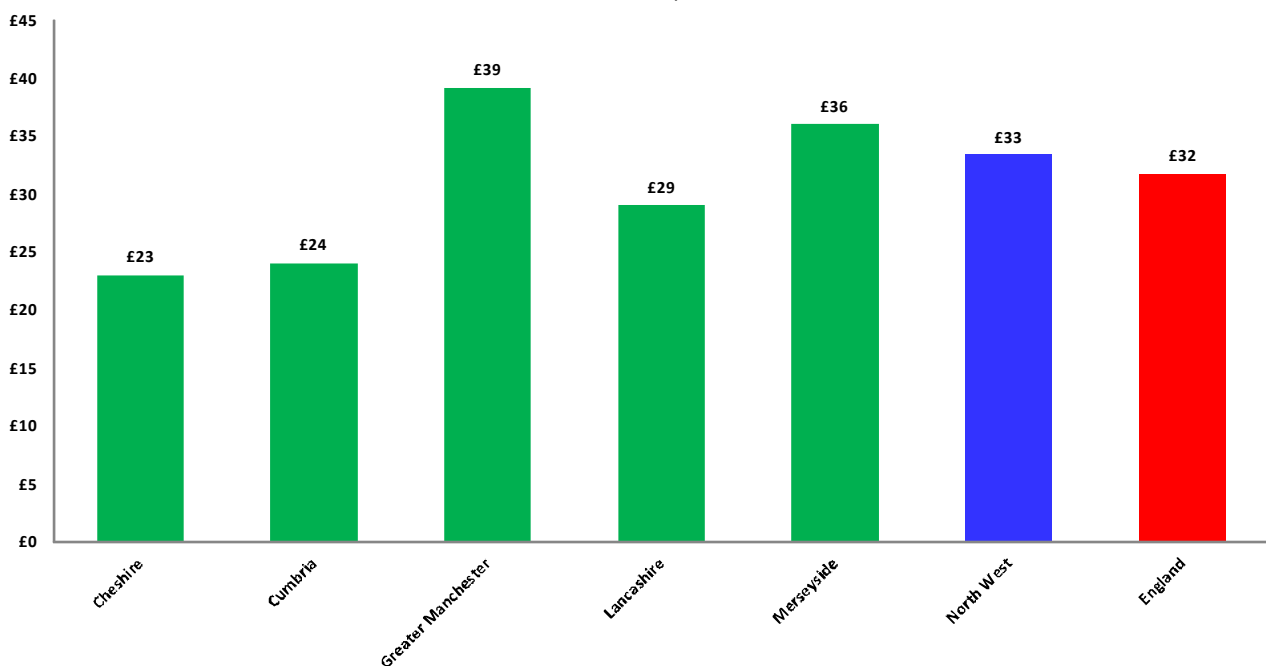
Cost of alcohol to social services

The North West issues more prescriptions for alcohol dependence than anywhere else in England – almost 23,000 a year [1]. Heavy drinking often impacts on the quality of people’s lives and relationships and social services are often at the frontline of dealing with the many repercussions of alcohol misuse. Sadly, other people are often affected by a heavy drinker. The NSPCC receive over 80 calls a week from children concerned about alcohol misuse by a friend or family members [2].

The cost to social services is broken down into two areas: children and family services; and, substance misuse for adults. The cost to social services across the region is over £230 million per year. The cost for England is more than £1.65 billion per year.

Greater Manchester (£39 per person) and Merseyside (£36) costs are higher than the average for the North West (£33) and England (£32).

Cost of alcohol to social services per head in the North West*



With a total cost to North West social services of £231 million, the region accounts for 14% of the total national cost of more than £1.65 billion.

Total cost to social services*

Area	Social services cost
Cheshire	£20.77 million
Cumbria	£11.88 million
Greater Manchester	£103.02 million
Lancashire	£42.22 million
Merseyside	£53.69 million
North West	£231.58 million
England	£1,656.84 million

* Costs for Children’s and Family Services are for 2010/11; costs for Adult Services for Substance Abuse are for 2009/10. See the methodology within Part B of this report.

[1] NHS Information Centre, Statistics on Alcohol: England, 2009, table 4.11, page 80

[2] Evidence from NSPCC, 2008

Costs of alcohol by Local Authority

The following two tables on pages 10 and 11, give data on the actual and per person costs of alcohol by Local Authority in the North West region. These tables show us that of the 39 Local Authorities in the North West, 28 incur a per person cost higher than the national average.

Broken down into the four areas examined by this report we can see that crime and licensing costs for 13 Local Authority areas are higher, per person, than national average.

Only six Local Authority areas have lower costs for workforce and wider economy costs per head than the national average.

The best costs burden compared to the national average is for social services. Only in 10 Local Authority areas are costs higher than the national average, but overall we can see that this set of costs constitutes the smallest portion of overall costs (see chart on page 4).

Perhaps most shockingly, this research shows that only one Local Authority area has lower costs to the NHS than the national average of £77 per person.

When looking at the total costs set out in the following tables, as well as the per person cost, it is clear that this should be of significant concern to each and every local authority in the North West.

Without exception, Local Authorities and their partners are spending significant amounts of money addressing the negative repercussions of alcohol, like crime, illness and costs to the economy. If we can achieve a healthier, safer drinking culture, these costs could all be entirely prevented.

Cost of alcohol by Local Authority (total)

Costs in £millions	Alcohol Related Costs 2010/11				
Local Authority	NHS	Crime and Licensing *	Workforce and Wider Economy	Social Services	Total
Allerdale	£9.03 m	£10.54 m	£15.38 m	£2.31 m	£37.27 m
Barrow-in-Furness	£7.61 m	£11.05 m	£15.9 m	£1.81 m	£36.37 m
Blackburn with Darwen	£14.11 m	£22.93 m	£24.7 m	£6.34 m	£68.08 m
Blackpool	£14.49 m	£38.79 m	£38.62 m	£8.22 m	£100.13 m
Bolton	£21.74 m	£34.92 m	£48.04 m	£9.32 m	£114.02 m
Burnley	£9.71 m	£15.98 m	£16.77 m	£2.25 m	£44.71 m
Bury	£15.26 m	£22.42 m	£24.1 m	£5.61 m	£67.4 m
Carlisle	£9.57 m	£17.53 m	£16.59 m	£2.5 m	£46.19 m
Cheshire East	£28.9 m	£34.68 m	£46.51 m	£9.2 m	£119.28 m
Cheshire West and Chester	£29.06 m	£37.5 m	£61.72 m	£7.88 m	£136.16 m
Chorley	£10.23 m	£12.34 m	£17.74 m	£2.45 m	£42.76 m
Copeland	£6.3 m	£8.69 m	£9.12 m	£1.68 m	£25.79 m
Eden	£4.05 m	£4.02 m	£6.33 m	£1.23 m	£15.63 m
Fylde	£7.38 m	£6 m	£15.55 m	£1.53 m	£30.46 m
Halton	£11.67 m	£18.48 m	£18.69 m	£4.83 m	£53.66 m
Hyndburn	£8.13 m	£10.73 m	£15.66 m	£2.22 m	£36.74 m
Knowsley	£14.86 m	£14.85 m	£24.31 m	£4.43 m	£58.45 m
Lancaster	£12.42 m	£19.14 m	£21.05 m	£3.04m	£55.65 m
Liverpool	£46.08 m	£76.75 m	£90.03 m	£15.49 m	£228.36 m
Manchester	£43.36 m	£109.94 m	£91 m	£36.26 m	£280.57 m
Oldham	£18.92 m	£33.65 m	£39.54 m	£6.35 m	£98.47 m
Pendle	£8.3 m	£11.28 m	£13.53 m	£2.34 m	£35.45 m
Preston	£13.77 m	£24.11 m	£27.55 m	£3.26 m	£68.69 m
Ribble Valley	£5.53 m	£3.37 m	£10.78 m	£1.37 m	£21.04 m
Rochdale	£20.3 m	£36.18 m	£36.53 m	£7.06 m	£100.07 m
Rossendale	£6.24 m	£7.13 m	£9.72 m	£1.75 m	£24.84 m
Salford	£23.1 m	£39.7 m	£44.99 m	£11.23 m	£119.02 m
Sefton	£20.86 m	£25.67 m	£44.03 m	£6.56 m	£97.13 m
South Lakeland	£9.66 m	£8.57 m	£17.13 m	£2.34 m	£37.71 m
South Ribble	£10.26 m	£11.7 m	£18.13 m	£2.52 m	£42.61 m
St. Helens	£22.92 m	£16.69 m	£43.87 m	£8.62 m	£92.11 m
Stockport	£25.09 m	£31.22 m	£47.16 m	£6.13 m	£109.6 m
Tameside	£19.13 m	£37.43 m	£33.45 m	£6.45 m	£96.47 m
Trafford	£17.49 m	£22.61 m	£27.75 m	£5.12 m	£72.97 m
Warrington	£17.74 m	£25.76 m	£27.67 m	£3.7 m	£74.87 m
West Lancashire	£11.28 m	£12.34 m	£22.9 m	£2.62 m	£49.14 m
Wigan	£30.79 m	£34.07 m	£49.63 m	£9.47 m	£123.97 m
Wirral	£29.46 m	£27.66 m	£62.57 m	£13.75 m	£133.44 m
Wyre	£10.08 m	£11.31 m	£19.63 m	£2.32 m	£43.34 m
North West Region total	£644.46 m	£947.74 m	£1,223.04 m	£231.58 m	£3,046.82 m
National total	£3,999.09 m	£7,586.04 m	£7,401.36 m	£1,656.84 m	£20,643.33 m

* Crime and Licensing national figure has been calculated for England and Wales, all other totals are for England only.

Cost of alcohol by Local Authority (per person)

Cost per Head of Population 2010/11					
Local Authority	NHS	Crime and Licensing *	Workforce and Wider Economy	Social Services	Total
Allerdale	£96	£112	£163	£25	£396
Barrow-in-Furness	£108	£156	£225	£26	£515
Blackburn with Darwen	£101	£164	£176	£45	£486
Blackpool	£104	£277	£276	£59	£715
Bolton	£82	£131	£180	£35	£428
Burnley	£114	£187	£197	£26	£524
Bury	£83	£122	£131	£31	£367
Carlisle	£92	£168	£159	£24	£442
Cheshire East	£79	£95	£128	£25	£328
Cheshire West and Chester	£89	£115	£189	£24	£416
Chorley	£97	£117	£168	£23	£406
Copeland	£91	£125	£131	£24	£371
Eden	£78	£78	£122	£24	£302
Fylde	£96	£78	£203	£20	£398
Halton	£98	£155	£157	£41	£450
Hyndburn	£100	£132	£193	£27	£453
Knowsley	£100	£100	£163	£30	£392
Lancaster	£88	£136	£149	£22	£394
Liverpool	£104	£172	£202	£35	£513
Manchester	£87	£220	£182	£73	£563
Oldham	£86	£153	£180	£29	£448
Pendle	£93	£126	£152	£26	£397
Preston	£102	£179	£204	£24	£509
Ribble Valley	£95	£58	£186	£24	£363
Rochdale	£99	£176	£178	£34	£488
Rossendale	£93	£106	£144	£26	£369
Salford	£101	£173	£196	£49	£520
Sefton	£76	£94	£161	£24	£356
South Lakeland	£93	£83	£165	£23	£363
South Ribble	£95	£108	£167	£23	£393
St. Helens	£129	£94	£247	£49	£519
Stockport	£88	£110	£166	£22	£385
Tameside	£88	£173	£154	£30	£445
Trafford	£80	£104	£128	£24	£336
Warrington	£89	£130	£139	£19	£376
West Lancashire	£102	£112	£208	£24	£446
Wigan	£100	£111	£161	£31	£403
Wirral	£95	£90	£203	£45	£432
Wyre	£90	£102	£176	£21	£389
North West Region	£93	£137	£176	£33	£439
National Average	£77	£137	£142	£32	£387

* Crime and Licensing national figure has been calculated for England and Wales, all other totals are for England only.

Appendix A - Sub-regions, Local Authorities and population

Sub-Region	Local Authority	Population (ONS, 2010)
Cheshire	Cheshire East	363,820
	Cheshire West and Chester	327,300
	Warrington	198,905
Cumbria	Allerdale	94,086
	Barrow-in-Furness	70,654
	Carlisle	104,539
	Copeland	69,513
	Eden	51,817
	South Lakeland	103,741
Greater Manchester	Bolton	266,492
	Bury	183,753
	Manchester	498,779
	Oldham	219,771
	Rochdale	205,190
	Salford	228,992
	Stockport	284,645
	Tameside	216,882
	Trafford	217,307
	Wigan	307,577
Lancashire	Blackburn with Darwen	140,045
	Blackpool	139,974
	Burnley	85,301
	Chorley	105,432
	Fylde	76,590
	Hyndburn	81,122
	Lancaster	141,066
	Pendle	89,283
	Preston	135,081
	Ribble Valley	57,992
	Rossendale	67,396
	South Ribble	108,349
	West Lancashire	110,267
	Wyre	111,391
Merseyside	Halton	119,263
	Knowsley	149,116
	Liverpool	445,229
	Sefton	272,876
	St. Helens	177,363
	Wirral	308,837
North West		6,935,736
England		52,234,045
England and Wales		55,240,475

LANCASHIRE CONSTABULARY

Early Morning Restriction Order - Blackpool

T/ Chief Supt Stuart Noble

Blackpool Police response to the proposed use of new powers available in the Police and Social Responsibility Act 2011.

Introduction

The Police Reform and Social Responsibility Act 2011 allow the Licensing Authority to make use of two measures aimed at reducing late night alcohol related disorder: Early Morning Restriction Orders (EMRO) and the Late Night Levy. I have been asked to consider the appropriateness and benefits of Blackpool Borough Council utilising these regulations to address the on-going problems with disorder in Blackpool's Night Time Economy (NTE) and specifically in Blackpool Town Centre.

An EMRO is a power introduced by the previous Government, which under existing provisions, would enable licensing authorities to restrict the sale of alcohol in the whole or part of their areas between 3am and 6am on all or some days. The 2011 Act amends the existing provisions to allow EMROs to be applied more flexibly between midnight and 6am. Licensing authorities will be able to make an EMRO in relation to a problem area if they have evidence that the order is appropriate for the promotion of the licensing objectives.

The Late Night Levy will allow licensing authorities to raise a contribution from late –opening alcohol retailers towards policing the late night economy. It will be a local power that licensing authorities can choose whether to adopt for their areas. The licensing authority will also choose the period during which the levy applies, between midnight and 6am on each night. Non-exempt premises licensed to supply alcohol in this period will be required to pay the levy.

Changes in regulations will also allow Licensing Authorities to apply full cost recovery providing the ability to set their own fees for licensing regulation costs. The change will allow the Authority to include direct costs when they calculate fees which will include:-

- Processing costs and general administration
- Cost of representations by licensing, environmental health, health and safety and trading standards
- Meeting costs
- Cost of enforcement.

Taken together, these changes are very significant and it is believed that the decision to implement any of the new regulations should be considered together to achieve the appropriate balance between reducing crime and disorder, enhancing safety and controlling the social and economic impact.

The Cost of Alcohol in the North West (cost of alcohol to the North West Economy Part A March 2012)

Alcohol associated crime, NHS and Local Authority services, as well as the cost of lost workforce productivity, amounts to more than £3 billion per year in the North West. This equates to an average of £439 per head per year, rising to more than £700 in the worst affected areas, far higher than the average cost per person for England of £387.

This clearly highlights the scale of costs to the public sector, but it is in reality only the tip of the iceberg as many costs are hidden. Alcohol impacts on almost every service that the public sector provides, even down to street cleaning for instance. There are also of course the social costs of alcohol not included within this report, for instance the lives lost, injuries sustained or the turmoil caused to families and friends by heavy drinking.

One in four people in the North West are drinking at levels which pose considerable risk to their health, safety and wellbeing, leading to unnecessary alcohol related deaths, illnesses and injuries as well as increased crime, family breakdown and unemployment.

The cost of dealing with the negative side of alcohol amounts to more than £3 billion per year in the North West. This adds up to an average of £439 for every man, woman and child living in the North West. Locally in Lancashire this figure rises to £458 which is the highest in the North West Region.

In 2010/11, within Lancashire the cost of dealing with the issues caused by alcohol cost:-

• NHS	-	£141,920,000
• Crime and Licensing	-	£207,140,000
• Workforce and Wider Economy	-	£272,330,000
• Social Services	-	£42,220,000
• Total	-	£663,610,000

The cost of £143 per head in Lancashire just for 'crime and licensing' in Lancashire is also the second highest in the region.

When looking at the 'crime and licensing' category the following outlines the methodology used to ascertain the figure quoted.

A national piece of work done in 2008 by the Department of Health (DH) [1] pulled together previous Home Office studies estimating the average costs of different types of crimes against businesses, individuals and households. The figures in this section of the cost estimates are based on the national methodology used in this document. The costs of alcohol related crime are broken down into three parts:

- a) The costs associated with general offences that are estimated to be attributable to alcohol*
- b) alcohol-specific offences and their estimated cost to the criminal justice system*
- c) Costs associated with the issuing of Penalty Notices for Disorder (PNDs) for alcohol misuse and alcohol-related crime and disorder*

a) The costs associated with general offences that are estimated to be attributable to alcohol

The total costs of each offence are based on a number of assumptions relating to the volumes of crimes that are alcohol-related. Total volumes of recorded crimes for the five NW regional police forces were taken from the Home Office website [2] and adjusted to take account of those crimes

that go unreported to the police, using multipliers from Dubourg et al. (2005) [3] for crimes against individuals and households and Brand and Price (2000) [4] for those crimes against business. The proportion that was alcohol related was then estimated based on responses from the 2005 OCJS [5]. It was possible to combine these with unit costs of crime for each offence from Dubourg et al. (2005) and Brand and Price (2000) in order to obtain an estimate of the total cost of alcohol related offences. All of the cost estimates in these reports were adjusted to 2010/11 prices using the HM Treasury GDP deflators [6]. These figures were then broken down to the LA level using the 'Recorded Crime Attributable to Alcohol' indicator as published in the 2011 NWPFO Local Alcohol Profiles for England as a weighting factor.

b) Alcohol-specific offences and their estimated cost to the criminal justice system

The DH paper estimated the cost of alcohol-specific offences to be in the region of £208 million. It was not possible to follow the same methodology using local crime data to calculate the cost across the North West police forces. As the national DH cost in this section was for England and Wales it was not possible to use the alcohol attributable crimes indicator from the LAPE profile. Therefore, population based weightings were derived from the ONS 2010 midyear population estimates to break a 2010/11 inflated national cost down to the LA level.

c) Costs associated with the issuing of PNDs for alcohol misuse and alcohol-related crime and disorder

The DH paper estimated the cost associated with issuing PNDs for alcohol misuse to be in the region of £3.3 million. Similarly, as with the costs associated with alcohol specific offences, it was not possible to follow the national methodology on local PND data. Therefore weightings for each of the five police forces had to be derived from national PND data as supplied by the Ministry of Justice [7] – the most recent data available for 2009 was used. The weights were applied to an inflated 2010/11 national cost for each force and then to break the figures down to an LA level the 'Recorded Crime Attributable to Alcohol' weights were taken from the NWPFO LAPE profiles.

Costs to licensing authorities and licensees

To breakdown the licensing costs that were included in the Department of Health document, weights were calculated for each local authority by using 2010 licensing figures from the Department of Culture, Media and Sport [8] - the figures for each LA were adjusted to take account of under reporting in the DCMS figures and bring them in line with the national total. The weighting for each LA was then multiplied by the inflated 2010/11 national cost for licensing issues to give a cost figure for each locality.

Methodology for Crime and Licensing Costs

[1] (2008) *Safe, Sensible, Social – Consultation on Further Action Impact Assessments*. Department of Health.

[2] <http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/historical-crime-data/rec-crime-1990-2011>

[3] Dubourg, R. et al. (2005) *The economic and social costs of crime against individuals and households 2003/04*, Home Office.

[4] Brand, S. and Price, R. (2000) *The economic and social costs of crime*, Home Office. See: <http://www.homeoffice.gov.uk/rds/pdfs/hors217.pdf>

[5] Wilson, D. et al. (2006) *Young People and Crime: Findings from the 2005 Offending, Crime and Justice Survey*, Home Office

Statistical Bulletin 17/06. London.

[6] http://www.hm-treasury.gov.uk/data_gdp_index.htm

[7] <http://webarchive.nationalarchives.gov.uk/+/http://www.justice.gov.uk/publications/criminalannual.htm>

5.
[8] <http://www.culture.gov.uk/publications/7456.aspx>

So how does this break down for Blackpool

The table below shows a breakdown of the total cost to Blackpool between 2010-11 contained in the report mentioned above and shows the local cost to be £100.1m, the highest in the region, with crime and licensing accounting for 38.7% (Alcohol related crime in Blackpool V2 – John Kneale)

	NHS	Crime and Licensing	Workforce and the Economy	Social Services	Total
Blackpool (cost per head)	£104	£277	£276	£59	£715
Total (Pop. 140000)	£14,560,000	£38,780,000	£38,640,000	£8,260,000	£100,100,000

Blackpool and Alcohol

Alcohol Related Crime in Blackpool

Headline figures for Blackpool between November 2009 and October 2012 (Alcohol related crime in Blackpool V2 – John Kneale)

- **48% of rape is alcohol related**
- **47% of domestic violence is alcohol related**
- **44% of all 'domestic' related crime is alcohol related**
- **41% of assaults are alcohol related.**
- **37% of violent crime is alcohol related**
- **28% of sexual offences are alcohol related**
- **'Crime and Licensing' costs to Blackpool in 2010-11 have been estimated at £38million**
- **The total cost to Blackpool economy has been estimated in 2010-11 as £100.1m**

How crime is identified as alcohol related on the Police systems

Alcohol related crime was previously identified by a marker on the Police crime report, which was added by the reporting officer. In recent times there are other fields in a crime report that are completed indicating whether an offender or a victim has consumed alcohol and a computerised process is in place to identify whether any of these fields are completed and automatically 'mark' it. This means the alcohol related crime marker is more accurate than it used to be although there is still some margin for human error and there will be some under reporting.

The table below provides a snapshot of the main crime categories recorded between 01/11/2009 and 31/10/12 with the total number of them that are alcohol related:-

BLACKPOOL (Last 3 years)			
CRIME	TOTAL	Alcohol	% Alcohol
All Crime	49406	7527	15%
Violent Crime	13473	5034	37%
Violence against the person	11092	4416	40%
Sexual Offences	718	204	28%
Assaults	9101	3725	41%
Rape	186	89	48%
Damage	8407	862	10%
All Domestic marked	5030	2212	44%
Violence Domestic marked	4133	1951	47%

Blackpool Night Time Economy (NTE)

The 2003 Licensing Act led to the de-regulation of the licensing law nationally. Amongst the many changes to Licensing Legislation, the headline was a relaxation of closing times for licensed premises introducing the opportunity for late night drinking and a 'café culture' to be introduced. The Act was intended to promote four fundamental licensing objectives:-

1. The prevention of crime and disorder;
2. Public Safety;
3. The prevention of public nuisance; and
4. The protection of children from harm.

From 2005, premises across Blackpool have been able to apply for later licenses and despite interventions from the different responsible authorities, it has resulted in a greater number of premises being open post 3am. The changes in legislation have resulted in a decline of the typical nightclub (where dancing is the main offer) to an increase in bars (where drinking is the main offer). These premises have aligned themselves up with the stag / hen party culture and group demand. This has been reflected in the demise of Blackpool as a family resort with a greater number of hotels being forced to change their target market, catering mainly for the younger visitors / single sex groups who visit the town each weekend.

Since the 2003 act came into force, the number of premises within the town centre that have applied and been successful in being granted permission to remain open until much later has significantly increased. There is also antidotal evidence to suggest that the movement of one establishment to later hours of opening has caused other to follow suit, thus creating a culture of 'I want what they have got'

Under the previous 1964 Licensing Act, Blackpool's NTE terminated at 2am with only one premises being outside this time, but it was also located outside of the main NTE area. The Policing operation in place experienced peaks of disorder as the public moved from pub to club and when the larger club premises closed simultaneously. This bottle neck was not unique to Blackpool but was experienced in any town and city which had a large NTE. However, the 2003 Act was intended to

remove this issue by permitting premises to apply for later hours to assist with dispersal. Whilst the Policing operation before 2005 utilised a similar number of officers, it did not impact upon the night shift officers. It was staffed by additional officers who finished post premises closure. With the later opening of premises and despite changing shifts in the Police, demand is currently outstripping resource. This issue will be discussed later in this document.

Since licensing reform it has become evident that the movement of one establishment to later hours of opening caused others to follow suit so as to avoid giving a rival premise a competitive advantage.

Blackpool has a National reputation as one of the largest holiday resorts in the UK and has become a popular destination for stag / hen weekends or visitors from various social groups. The availability of cheap hotels is one of the reasons why Blackpool can and often does attract crowds of over 15,000 on peak nights to enjoy the NTE. The new CIZ (cumulative impact zone) reflects the main NTE area of the town as it is a hotspot in relation to violence and demands placed not only on the Police but also upon other service providers such as the Ambulance service. This has resulted in the partners investing significant funds in an attempt to address some of the issues, a subject that we will return to later in the document.

Within the new cumulative impact zone (CIZ), Blackpool has some 39 premises licences (for consumption within), all of which open post-midnight with 34 opening post 3am. The later hours have led to a trend of people arriving later in to the NTE having 'pre-loaded' with drinks at home. Pre loading typically occurs within the younger group who are at the greatest risk of subsequent harm through assault or injury. It is also common for Police officers to identify and intervene with people who are drunk prior to them entering clubs / bars in the NTE. The issue of 'pre loading' has been identified nationally.

As a result of the changes within Blackpool's NTE, the Policing operation has been seen to be a key factor in public reassurance and ensuring criminal acts are kept as low as possible. However, the investment into the NTE could be said to be disproportional to the remained of the residents in Blackpool, as officers are abstracted from other duties and other areas in order to fulfil their NTE deployment. This significantly represents a reduction in the amount of time officers spend patrolling the more residential areas of the town. A question that has been asked relates to Police officers duties and why can they not be amended. What should be considered however is that the Police have a force wide shift pattern and must work under the constraints of the European Working Time directive on hours? This significantly impacts upon the shift rotas and very little amendments can be made by law.

Using the analogy of providing Police officers to be on duty for a football match (a cost which would be met by the football club) but focusing on the NTE policing operation, Blackpool provides on average an additional 14 uniformed Police Constables on both a Friday and Saturday evening. These officers are typically taken from a variety of roles but work an average of an 8 hour tour of duty on a Friday and 6 hour tour on a Saturday to ensure they comply with working time compliance. This equate to a yearly cost of £529,984 as a minimum to fund the policing activity in the town. This does not take into account any supervision or any costs relating to custody staff or the safe handling of detained people and criminal justice costs.

Crime and Disorder within Blackpool NTE

The following section of this report specifically focuses on the impact that extended licences have had upon crime within Blackpool's NTE and focuses on the cumulative impact zone (CIZ). The report also focuses on the hours that particular crimes have been taken place.

As the town centre is mainly a commercial centre during the day and entertainment centre during the evening, the crime analysis has been limited to reflect those crimes which are generally associated within the NTE i.e. violent crime, theft and damage.

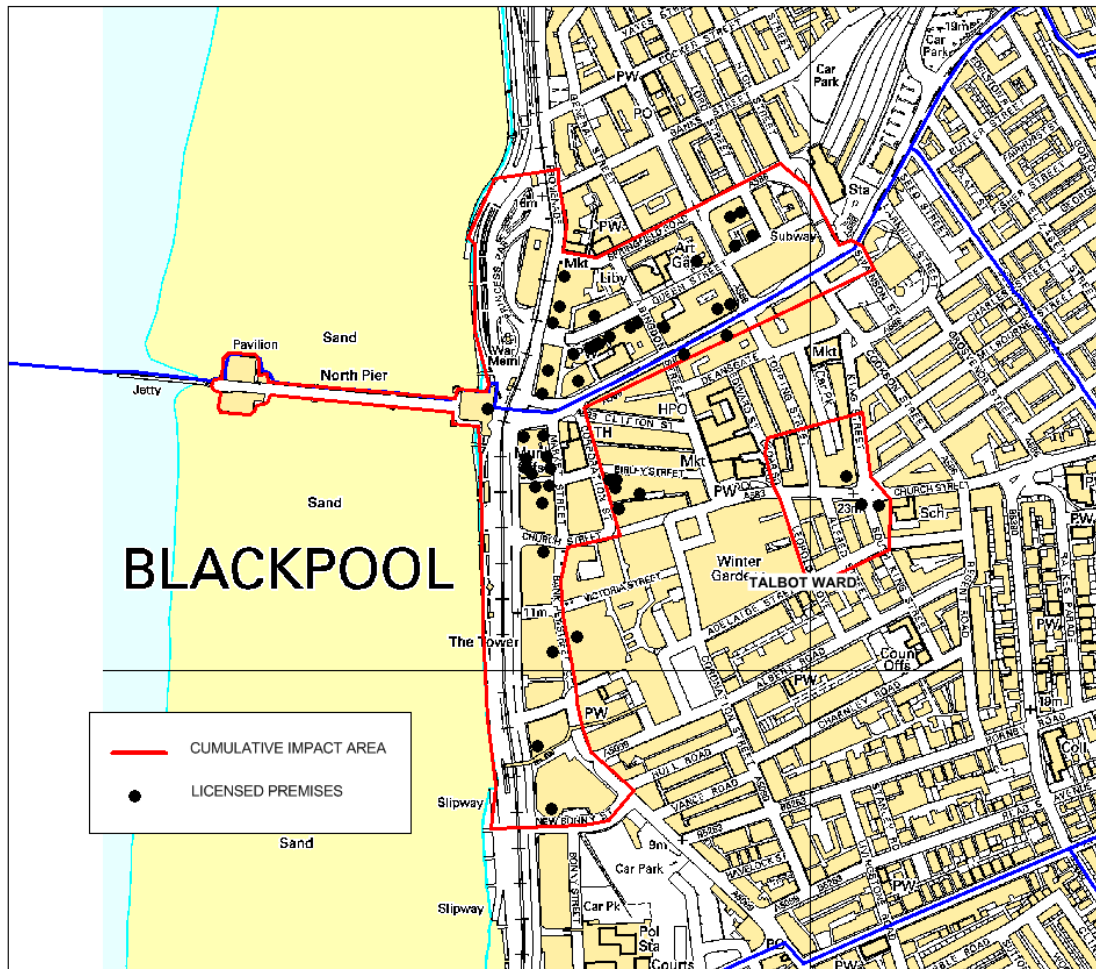


Fig.1- map highlights the new cumulative impact zone (CIZ) and the black dots represent premises which currently operate under a premises licence granted by Blackpool Borough Council.

For the purpose of this report and to provide clarity as to the impact that the NTE has upon Blackpool, the following data sets will be limited to those streets which are contained within the cumulative impact area (CIZ). The information contained within the brackets are the wards to which the searches have been limited to. The streets in the CIZ are:-

1. Queen Street.
2. Queen Square.
3. Springfield Road.

4. Promenade (AXCM).
5. Promenade (AXT1).
6. Bank Hey Street.
7. Market Street.
8. Dickson Road (CM).
9. Talbot (T1).
10. West Street.
11. Corporation Street.
12. Abingdon Street (CM).
13. New Bonny Street
14. The Strand

Violent Crime –

As discussed previously, Blackpool has always had a history associated with alcohol consumption and in no way is this report a detriment on those many thousands of residents and visitors alike who enjoy the NTE in a sensible and responsible manner. However, experience has also shown that people do drink to excess and do acts which are out of character, some of which result in criminal acts being committed.

In order to illustrate this, research using the Police crime recording system has shown the following. The table gives the number of VIOLENT crimes recorded from the 1st Jan to 31st Dec in the previous 3 years on the 14 streets highlighted above.

	2010	2011	2012
Total number of Violent Crimes	473	534	629
Night time (11pm to 8am)	288	286	433
Between 3am and 7am	122	115	196

Fig 2 – All Violent Crime figures for the 14 streets during previous 3 years

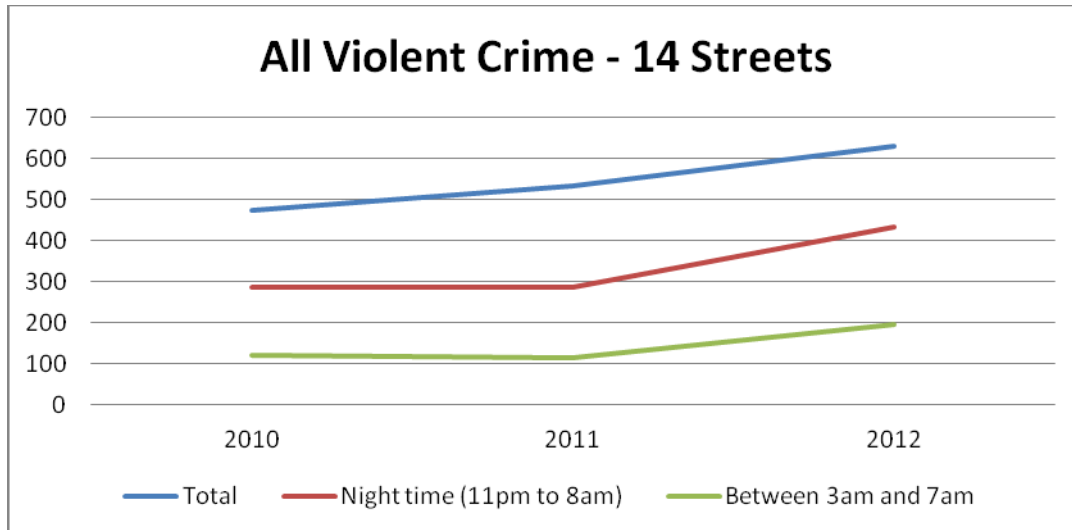


Fig 3 – All Violent Crime figures

What is clearly evident from both charts is that the total number of violent crime has continued to rise on the streets highlighted year on year, and significantly over the past 12 months, violent crime associated with the NTE and post 3am is showing an upward trend.

As violent crime is often associated with or within the immediate vicinity of premises which are licensed to sell alcohol under a premises licence. As such, with its high concentration of licensed premises, Queen Street was initially analysed. The research revealed that Queen Street is by far the most violent street in Blackpool accounting for 38% of all violent crime taking place on the 14 streets of the CIZ, but also 12% of ALL violent crime recorded in Blackpool Central and 4% of all violent crime in Western Division.

Whilst Queen Street has been shown to be problematic location for violent crime, it is by no means the only street that has issues. Research has been conducted on all 14 streets in the cumulative impact zone (CIZ), with many showing yearly violent crime increases as can be seen below:-

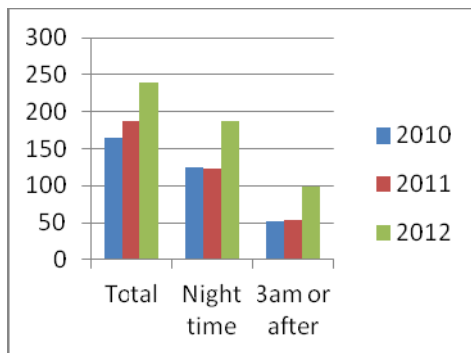


Fig 4 – Violent crime - Queen Street

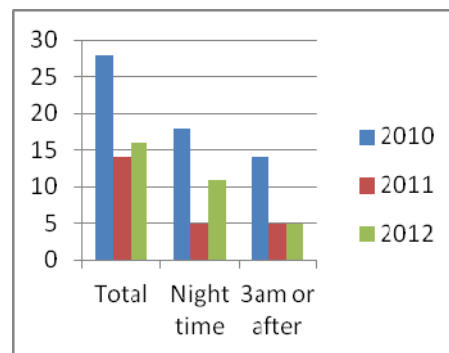


Fig 5 – Violent Crime - Springfield Road

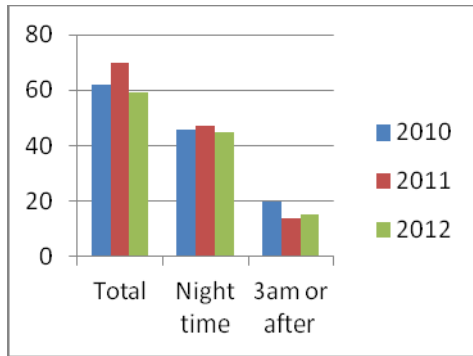


Fig 6 – Violent Crime - Promenade (CM)

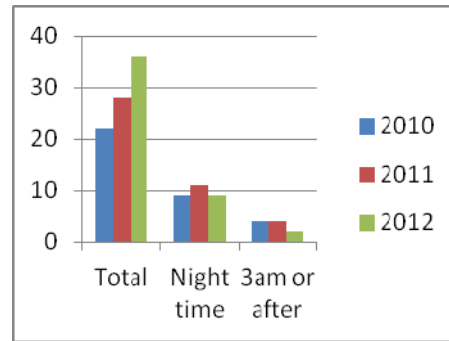


Fig 7 – Violent Crime - Promenade (T1)

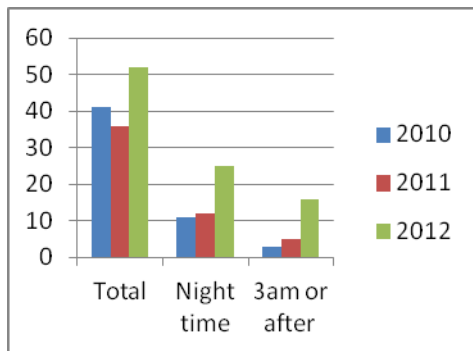


Fig 8 – Violent Crime - Bank Hey Street

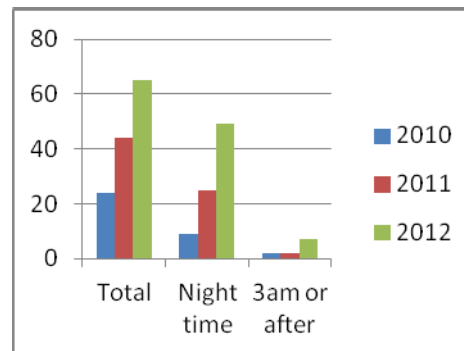


Fig 9 – Violent Crime - Market Street

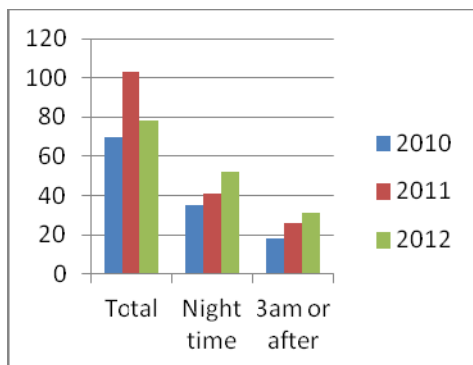


Fig 10 – Violent crime - Dickson Road (CM)

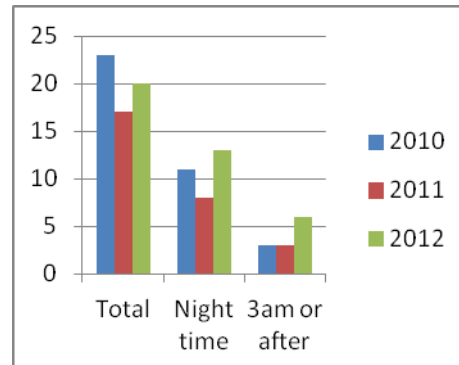


Fig 11 – Violent Crime - Talbot Road (T1)

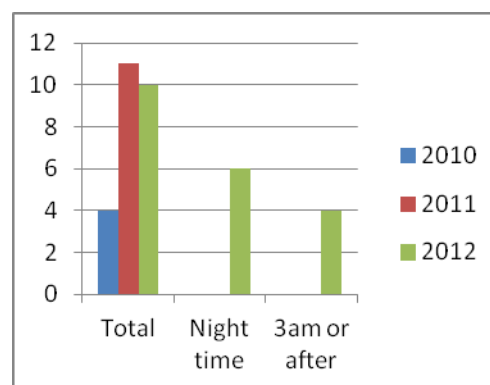
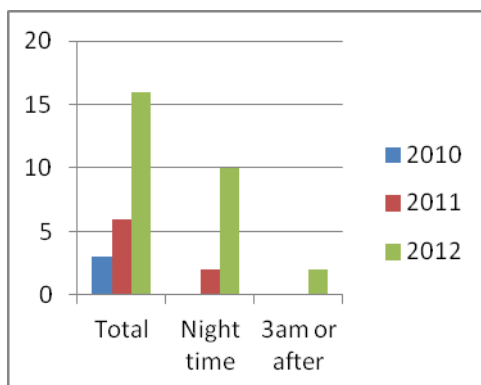


Fig 12 – Violent Crime - West Street

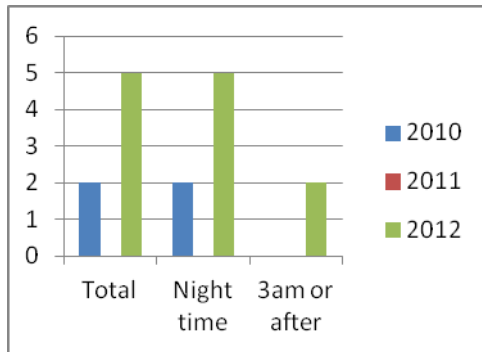


Fig 13 – Violent Crime - Corporation Street

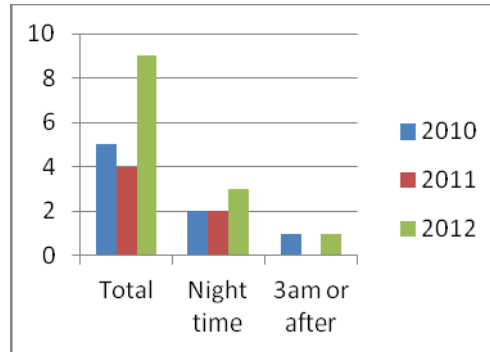


Fig 14 – Violent Crime - Abingdon Street (CM)

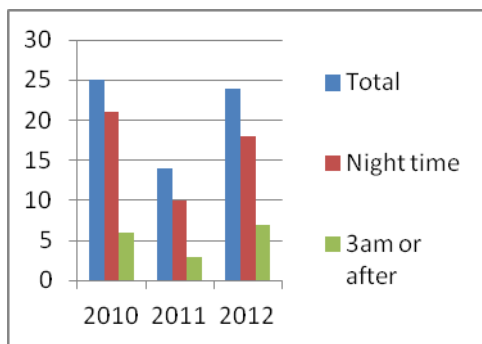


Fig 15 – Violent Crime - New Bonny Street

Fig 16 - Violent Crime - The Strand

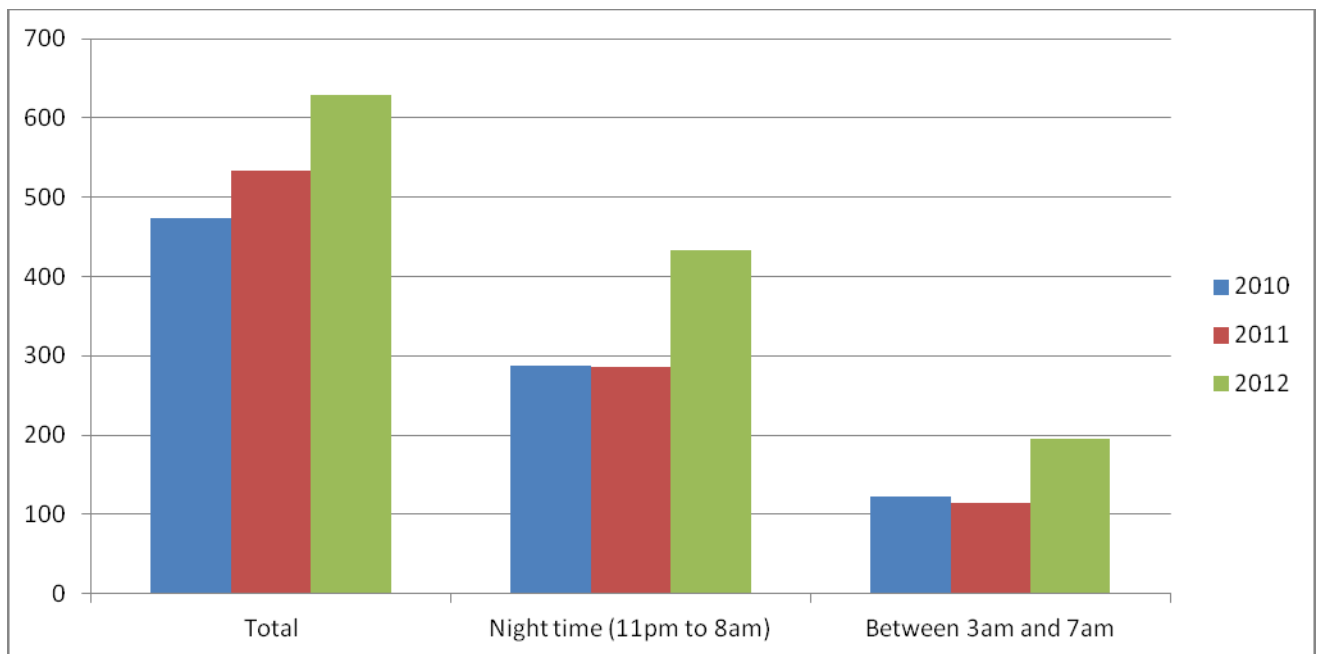


Fig 17 – Cumulative violent crime figures for all 14 streets of the CIZ, which clearly show that violent crime is increasing, with the majority being in the NTE. Between 3am until 8am, the 14 streets have seen violent crime almost double and it is this cumulative increase that is the cause for concern.

All the data sets above relate to the crime category of ‘ALL VIOLENT CRIME’ which encompasses crimes ranging from the most serious being murder to minor fights in the street, public order etc. but it also includes sexual offences such as rape.

In 2012, within the NTE (11pm to 8am) and in the cumulative impact zone (14 streets), there is a total of 434 offences recorded, of which some of the more serious are listed below:-

- 13 wounding
- 6 wounding’s to endanger life
- 6 inflicting Grievous bodily harm with intent
- 47 assaults occasioning actual bodily harm
- 237 assaults with injury
- 64 assaults with no injury
- Indecent assault on male
- 60 other crime relating to other crime categories
- 6 Robberies

When the cumulative figures for the more serious offences are placed in to the Home Office ‘cost of crime ‘calculator, analysis is able to estimate that violent crime in the NTE on the 14 streets cost £3,332,906 as can be seen below

Blackpool NTE within 14 streets	Number of crimes	Home Office Cost	Total
Violence against the person	284	£11,782	£2,792,381
Wounding	13	£10,021	£130,273
Serious wounding	12	£24,252	£291,024
Common Assault	64	£11,630	£104,320
Indecent Assault	1	£35,591	£35,591
Robbery	6	£8,244	£49,464
			£3,403,053

Fig 18 – Cost for crime calculator (Appendix 6 of Home Office document relating to costs based on 2008/9)

Days and Times of the Week (Violent Crime)

With the Night Time Economy being very much focused on visitors to the town, demand for Police resources to deal with criminal acts significantly increases over the weekend with Thursday through to Sunday being the peak time for crime to be recorded. The peaks on Friday, Saturday and Sunday illustrate that crime reported on a Saturday evening into a Sunday morning are the peak, with Monday through to Thursday evening generally the quieter. The overall figures for Friday through to Sunday establish that 67.2% of all violent crime is committed on the 14 streets of the CIZ, whilst 71.3% of the NTE crime is recorded between Friday and Sunday.

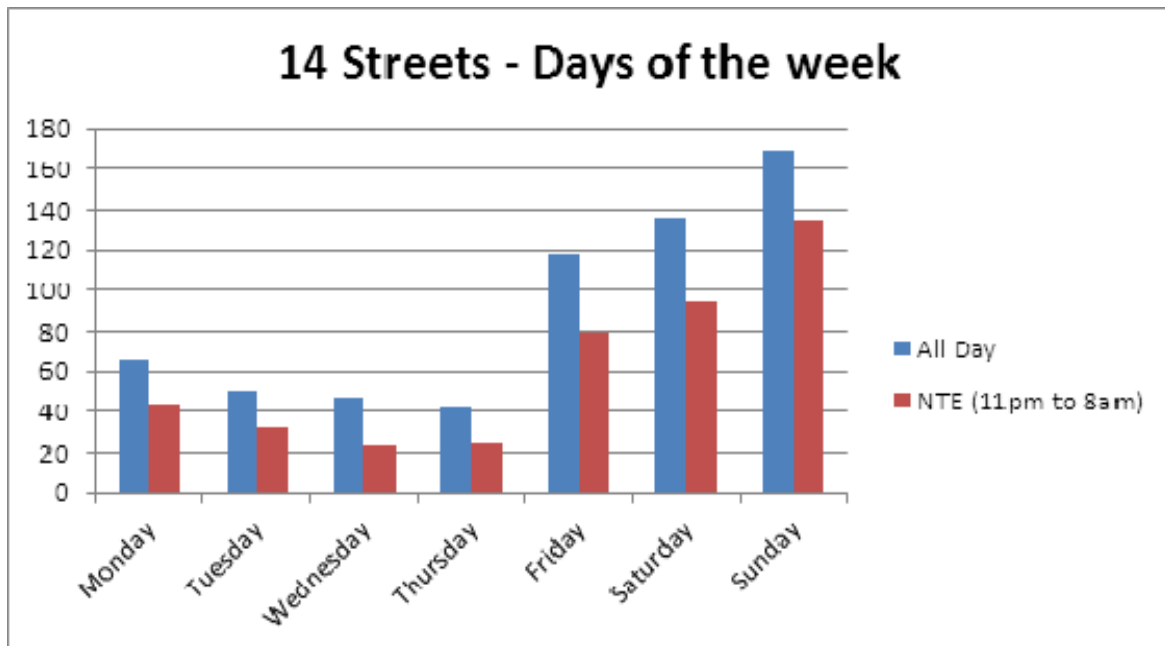


Fig 19 – Violent crimes recorded within the CIZ in 2012 shown daily breakdown

Hours of the day (All Violent Crime)

Analysis has been conducted on all violent crime recorded between Friday and Sunday to illustrate the times that the crimes are being committed on the 14 streets. What is clearly evident is that the main period for crimes to be committed on a Friday and Saturday is between midnight and 6am.

Chart showing all violent crime on 14 street of the cumulative impact area for 2012 for the weekend period

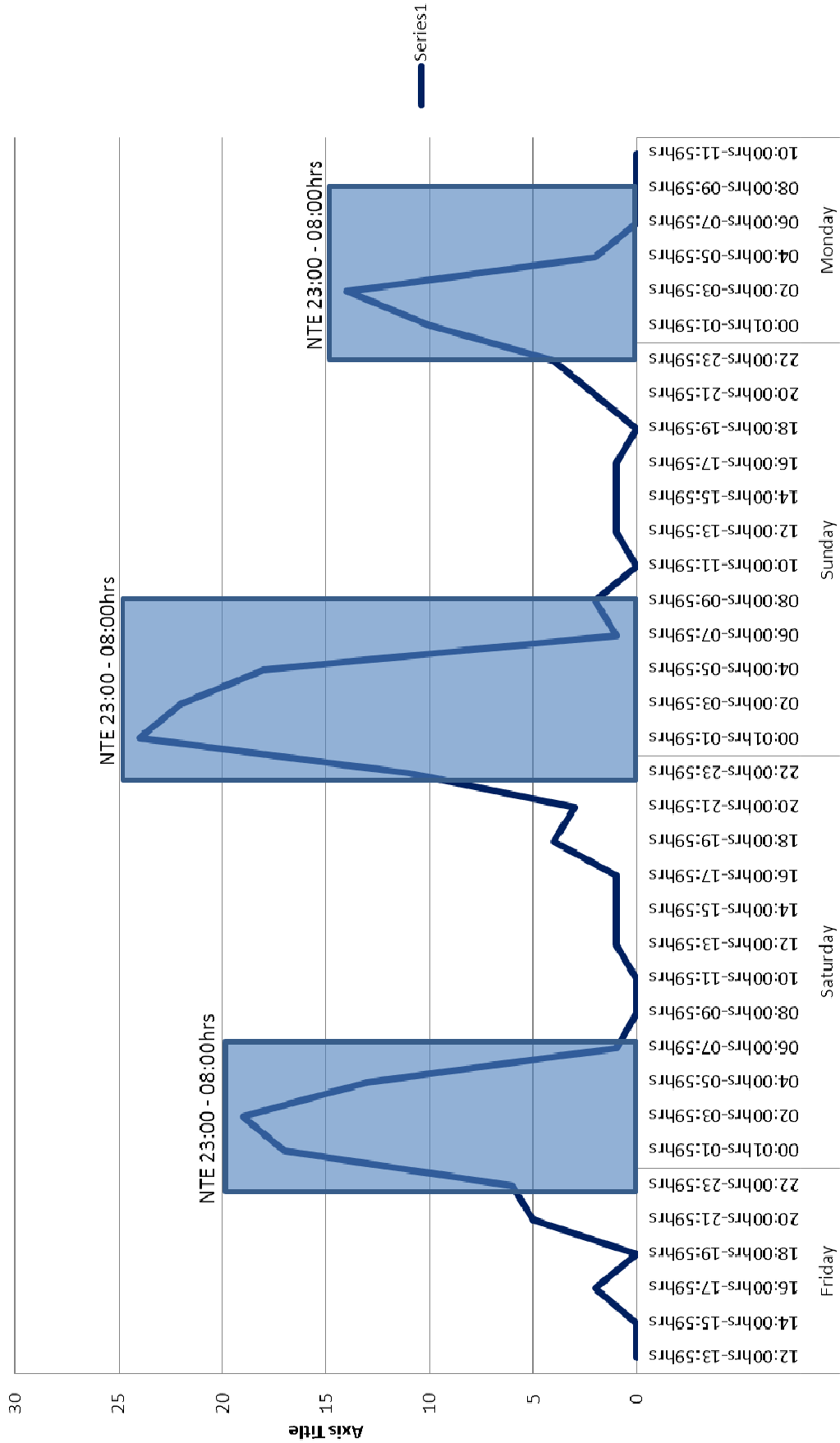


Fig 20 – illustration of violent crime on the 14 streets between Friday and Sunday in 2012

Associated crime in the Night Time Economy (NTE)

The NTE is not only affected by violent crime, but other acquisitive crime, especially theft. The main items that people report as being stolen are mobile phones, purses, wallets and handbags which are easily removed and secreted by the offenders.

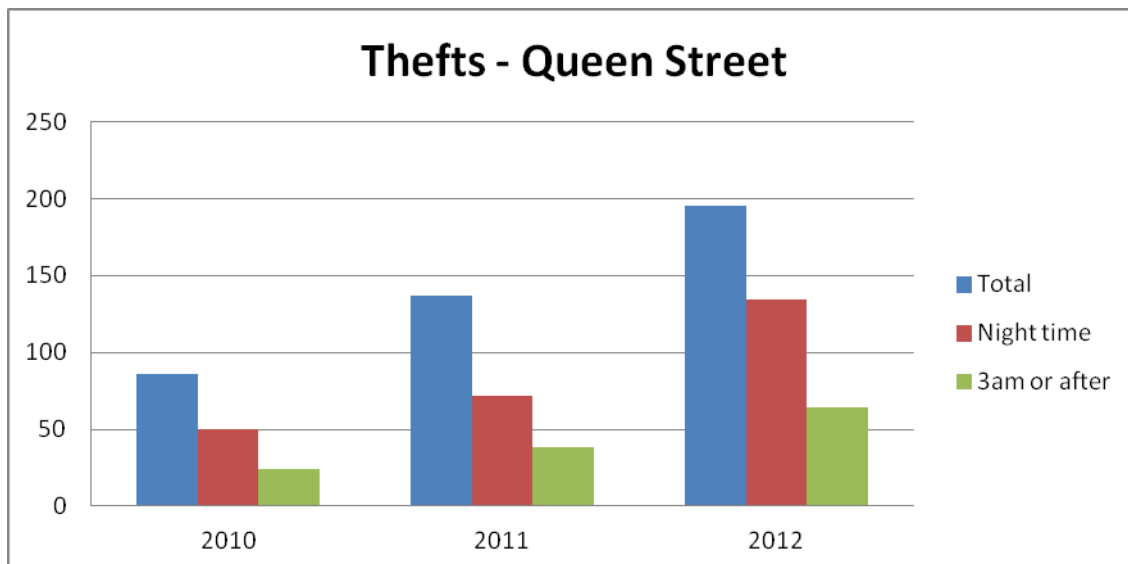
All Blackpool Central – Thefts

	2010	2011	2012
Crimes	2109	2436	2250
NTE	254	284	357
	12.04%	11.66%	15.80%

Fig 21 – Thefts committed in ALL Blackpool Central Wards over a three year period

Looking at theft offences committed within Blackpool Central in 2012, there were 2250 offences reported. However, within the 14 streets there were 724 offences, or 31.2% of the total amount.

Concentrating on the NTE alone and concentrating in 2012, Blackpool Central reported 357 offences which occurred between the hours of 11pm and 8am. Within the CIZ area, 253 of these crimes (or 70.8%) occurred within the NTE with 3 streets accounting for a large proportion:-

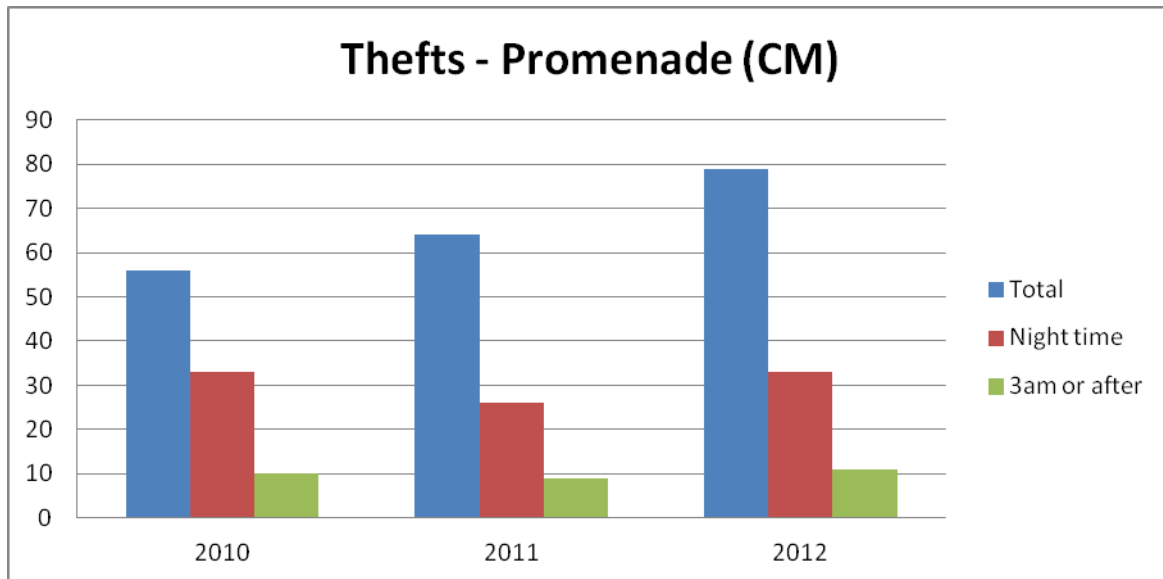


Queen Street - Theft and Handling

	2010	2011	2012
Total	86	137	195
Night time	50	72	134

3am or after	24	38	64
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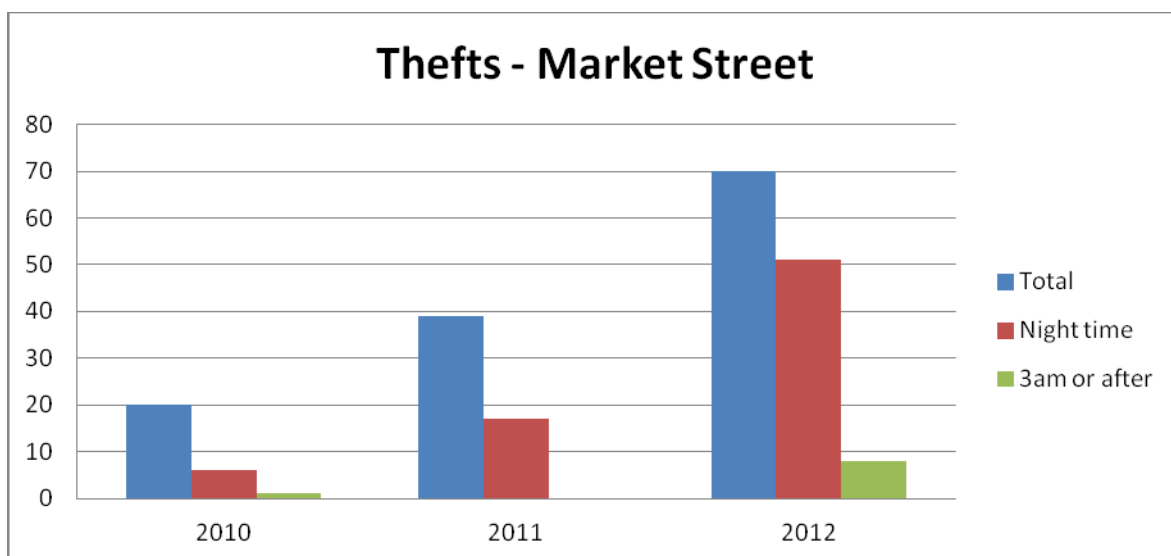
Fig 22 – Thefts committed in Queen Street over 3 year timeframe



**Promenade (CM) -
Theft and Handling**

	2010	2011	2012
Total	56	64	79
Night time	33	26	33
3am or after	10	9	11

Fig 23 – Thefts committed within the specific area of the Promenade in CM (Claremont) ward over 3 year timeframe



**Market
Street -
Theft and
Handling**

	2010	2011	2012
Total	20	39	70
Night time	6	17	51
3am or after	1	0	8

Fig 24 – Thefts committed on Market Street over 3 year timeframe

Calls for service to Lancashire Constabulary

Prior to deploying to an incident, be it reported by a member of the public or a Police officer, an incident log should be created within the forces control room outlining the circumstances of the incident. This should contain a chronological record of all activity relating to the incident. In some cases, incidents may be recorded and passed directly to other agencies should they be identified as being the body responsible for dealing with that particular case, and likewise, if a serious incident takes place, a number of duplicate logs may be created in relation to the one incident. Depending upon the severity of the incident and the nature of the information supplied, staff within the communications room will grade the incident from a 1 to 4 with a grade 1 being classed as an 'EMERGENCY' deployment.

Analysis of the incident recording system held on the Police database indicates that from 1st January 2011 to 31st December 2011, some 111,169 calls were recorded within Western Division as a whole. In 2012, this figure decreased to 106,423.

Looking at the 14 streets within the cumulative impact zone listed above has indicated the following:-

<u>Total Calls for service in Western on 14 streets</u>			
	2010	2011	2012
Total	5521	5415	5712
NTE (11pm to 8am)	2025	2188	2356
3am to 8am	823	868	943

Fig 25 – Outlines the calls for service recorded on the 14 streets over the past 3 years

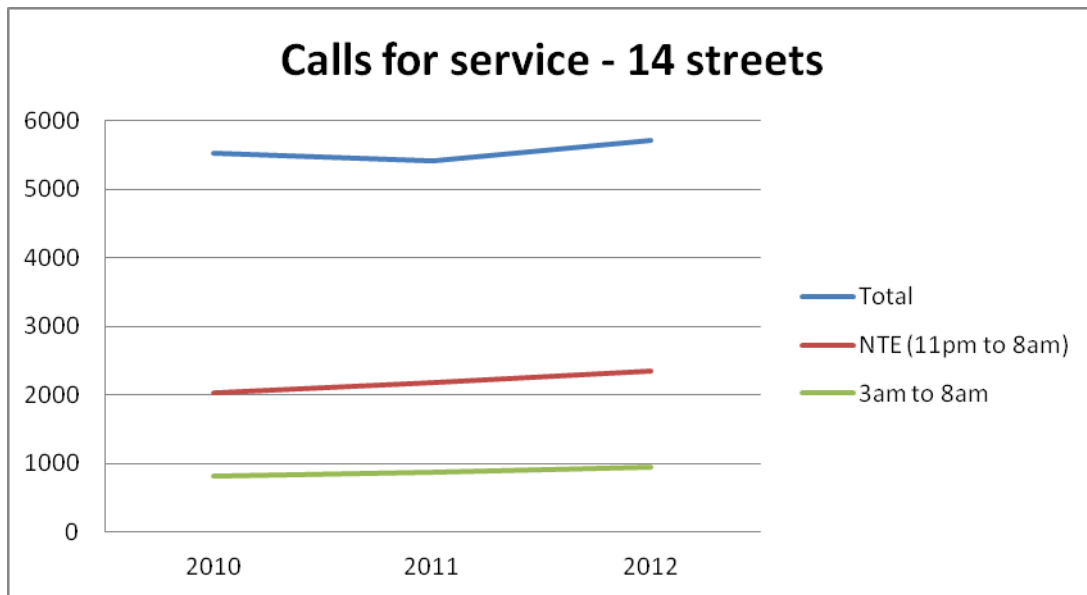


Fig 26 – illustrates that calls for service in the NTE and post 3am are increasing whilst calls for service in 2011 showed a reduction.

Using this information, it has been established that 5.4% of all calls made to and recorded as taking place in Western, have taken place on the 14 streets above (all 24 hours), and 2.2% of calls involve an incident recorded in between the hours of 11pm and 8am in one of the 14 streets of the CIZ.

Concentrating on those incidents that have been opened as a code 1 'EMERGENCY', it can be seen below that the overall number of incidents being reported has increased year on year within the 14 streets and likewise those reports being made in both the NTE and post 3am are all showing increases.

999 Calls on 14 Streets

	2010	2011	2012
Total	1004	1191	1285
NTE (11pm to 8am)	495	581	664
3am to 8am	237	275	319

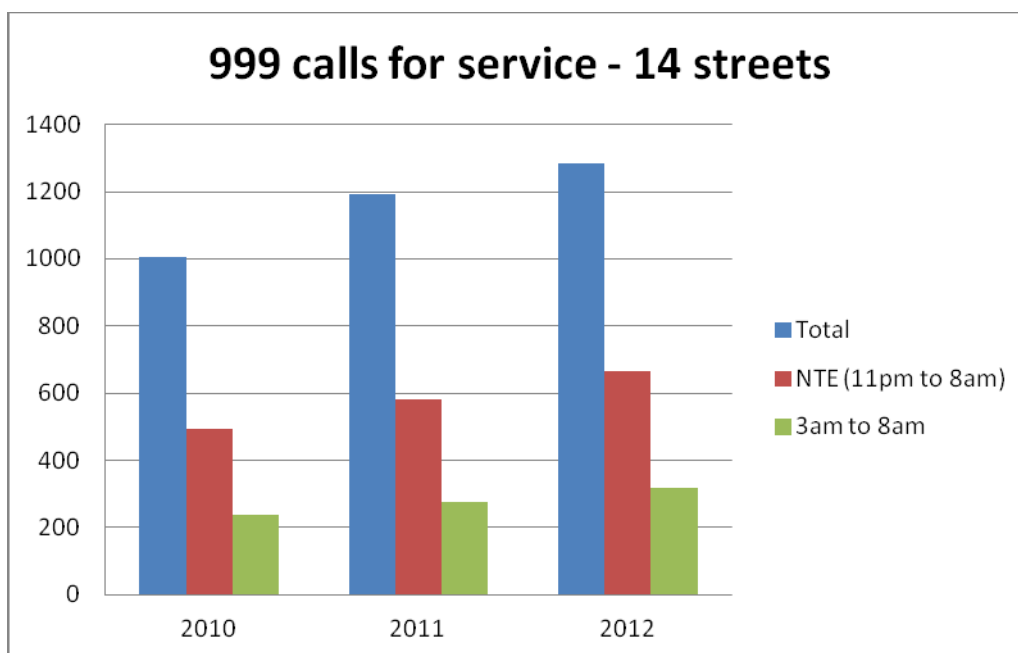


Fig 27 – outlines the increase in calls for service on the 14 streets in all three categories.

Blackpool Custody Office Data

Blackpool Custody office is located within the main divisional headquarters on Bonny Street Blackpool and caters for detained persons in Blackpool, Fylde and Wyre. Within the custody officer, there are 41 detention rooms along with interview rooms and a number of associated offices. In order for the Custody suite to operate appropriately, there must be a minimum of 2 custody sergeants and 5 detention officers at all times, with numbers being increased depending upon anticipated demand.

In 2012, 15842 people were arrested within and booked in through the Blackpool custody system. Whilst it is not possible to search on the location that the person was arrested or the time of the day, it has been possible to establish the following:

- 13235 or 83% are male
- 15277 or 96% are classed as code 1 (white British)
- 2781 or 17.5% are aged between 11 and 19, 5664 or 35.7% are aged between the ages of 20-29, 3652 or 23 % are aged between 30 and 39 and 2541 or 16 % are aged between 40 and 49.
- Disposal
 - 1232 given adult caution (7.7%)
 - 2646 charged and bailed (16.7%)
 - 6196 released as NFA (39%)
- 4797 were classed as drunk (30%), 7649 as normal (48%) and 3156 as under the influence of alcohol / drugs (20%)
- 12497 or 78.8% have a FY postcode
- DV – 3949 or 24.9% had the DV marker ticked

ASB calls for service (Antisocial behaviour)

The following graphs have been produced to illustrate the calls for service made to Blackpool Police in relation to antisocial behaviour within the 14 streets highlighted above.

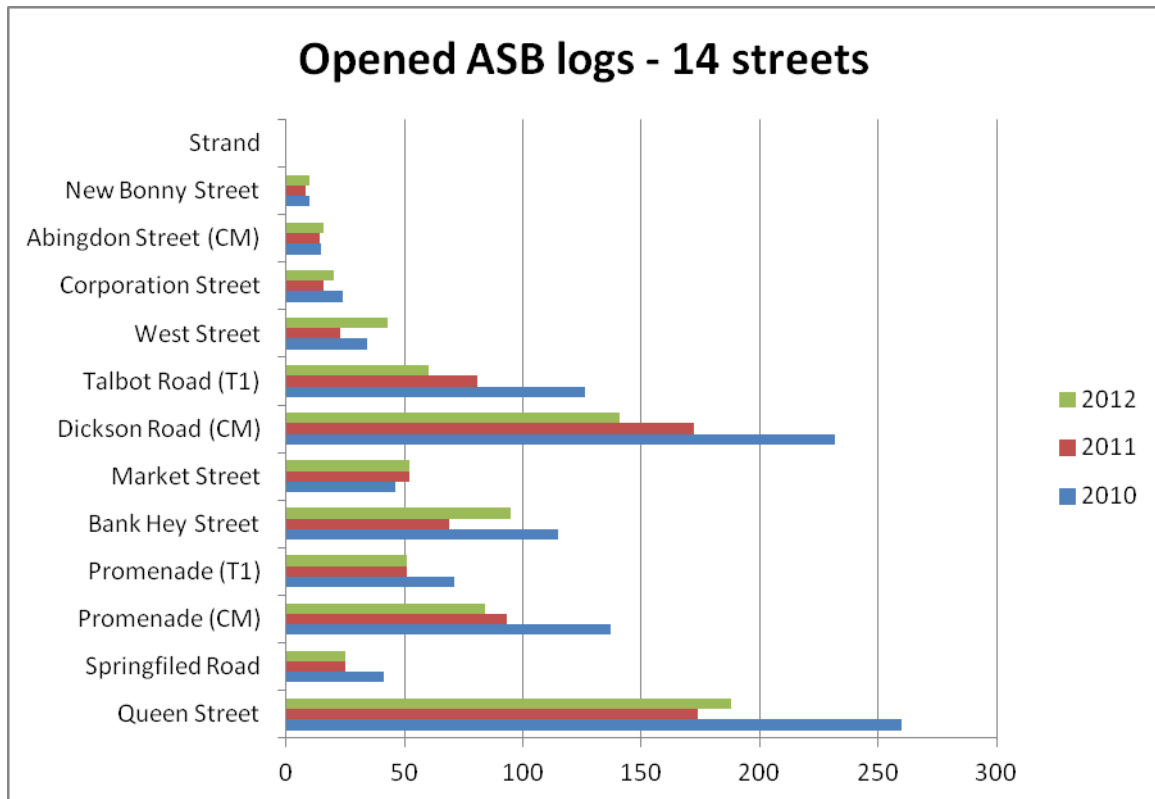


Fig 28 – outlines the number of opened calls for service graded as ASB over the previous 3 years on the 14 streets.

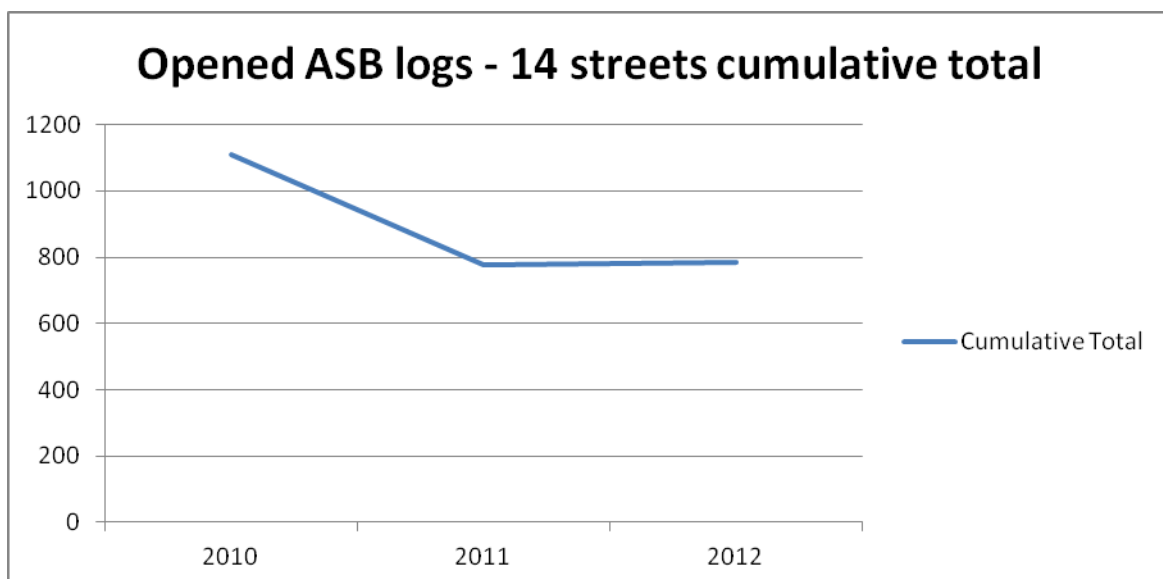


Fig 29 – outlines the cumulative number of opened calls for service graded as ASB over the previous 3 years on the 14 streets.

North West Ambulance

The following charts, provided by North West Ambulance Service, illustrate demand for medical services within the streets identified over a 4 year timeframe.

YEAR	2009		2010		2011		2012		Total INCIDENTS	Total Conveyed
	INCIDENTS	Conveyed	INCIDENTS	Conveyed	INCIDENTS	Conveyed	INCIDENTS	Conveyed		
STREET	INCIDENTS	Conveyed	INCIDENTS	Conveyed	INCIDENTS	Conveyed	INCIDENTS	Conveyed	Total INCIDENTS	Total Conveyed
ABINGDON STREET	7	6	4	3	2	2	4	4	17	15
BANK HEY STREET	2	1	10	7	19	17	24	16	55	41
DICKSON ROAD	6	4	10	10	13	12	21	17	50	43
KING STREET	29	17	24	15	25	17	24	16	102	65
MARKET STREET	7	5	7	5	9	8	5	3	28	21
PROMENADE	109	81	94	76	91	77	99	71	393	305
QUEEN SQUARE	12	9	11	8	7	6	7	6	37	29
QUEEN STREET	58	48	78	59	104	84	88	65	328	256
SPRINGFIELD ROAD	14	12	8	6	11	10	10	9	43	37
TABLOT ROAD	16	12	18	14	20	18	18	16	72	60
THE STRAND	26	17	32	22	15	15	21	19	94	73
Grand Total	286	212	296	225	316	266	321	242	1219	945

Fig 29 – illustrates that the Promenade and Queen Street are the main hotspot areas for the Ambulance Service

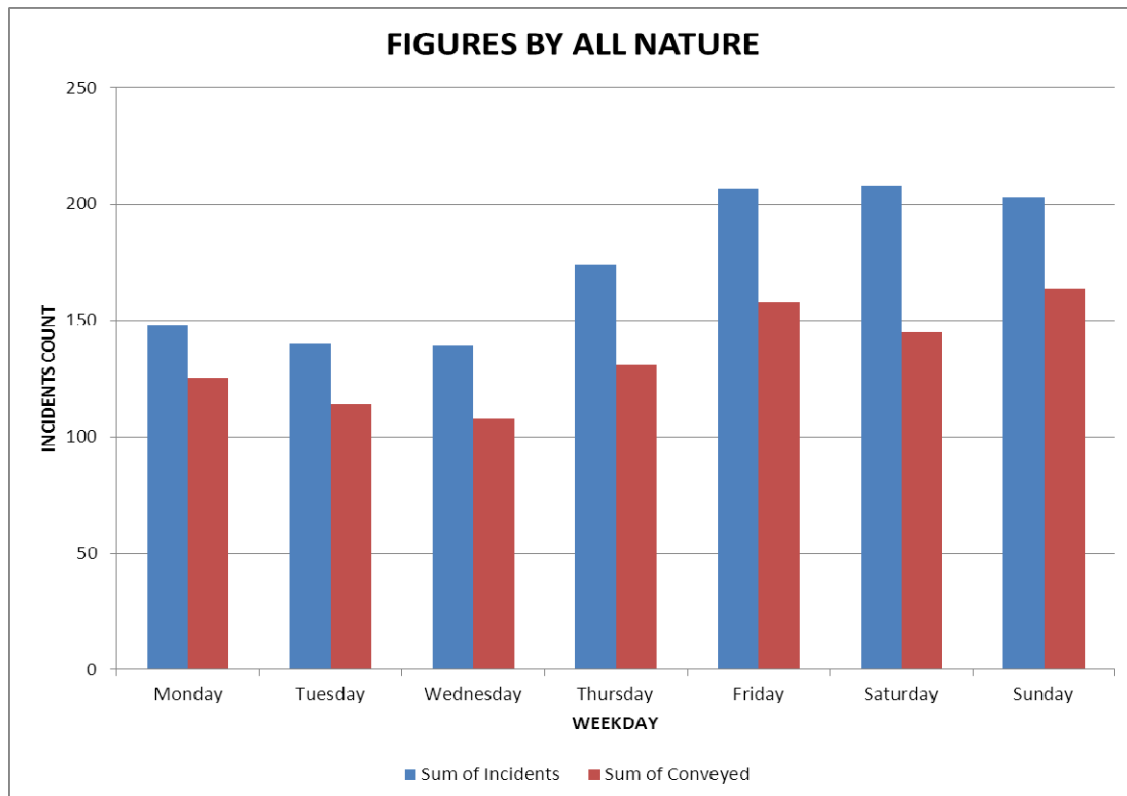


Fig 30 – demand chart for North West Ambulance within Blackpool NTE

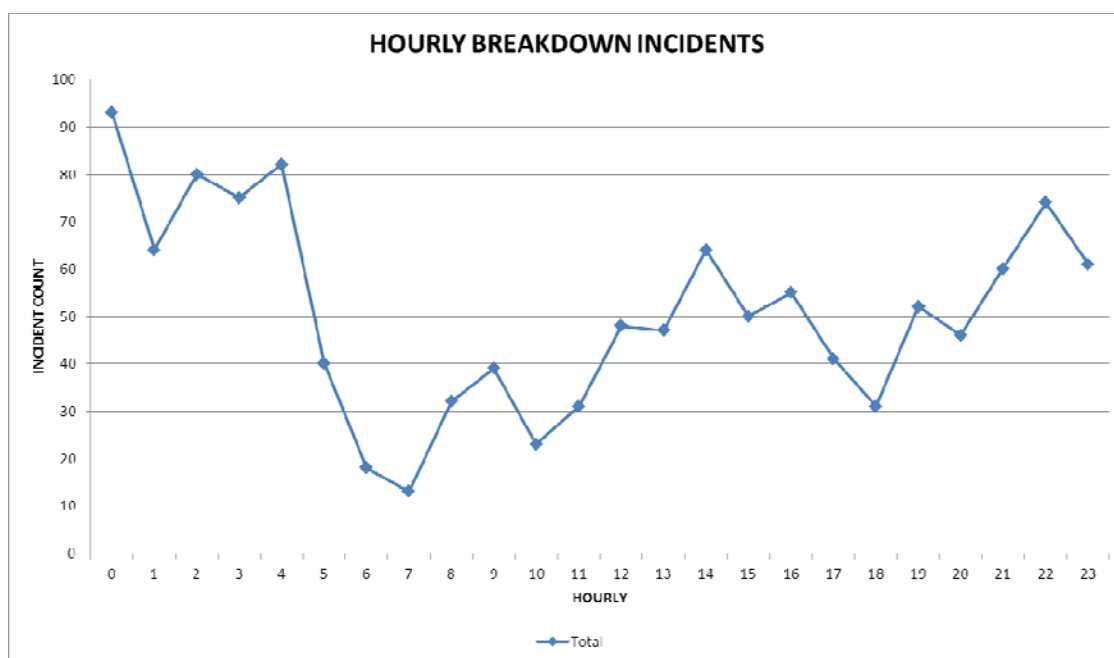


Fig 31 – Hourly breakdown for North West Ambulance in Blackpool NTE

As can be seen, a large proportion of the activity at night within the town centre and surrounding area is between 1200 and 0400hrs on a Friday and Saturday night. Although North West Ambulance service achieves our performance targets set by the SHA within the centre of Blackpool, this activity places unnecessary pressure on our service.

It is important to note that a large proportion of the incidents attended are alcohol related either due to overconsumption or alcohol fuelled violence. These are avoidable calls which impact on our ability to respond to genuine medical emergencies. Alcohol related incidents can also be time consuming and pose real safety issues for our crews.

The instigation of the Night Safe Haven has seen a decline in calls and also the need to deploy frontline vehicles. Unfortunately activity still seems to be rising and albeit the night safe haven on a Saturday night reduces our need to deploy these incidents are still draining on the other services involved such as the Police.

The other important factor to consider is that of the financial implications to our service. Every ambulance journey cost £203.82 with an added cost of between £80-£150 per admission to hospital dependant on medical condition. If a patient is admitted over night the cost rises to approx. £1500 per patient.

Therefore using the attached figures for 2012 the cost to NWAS was 242 transported patients x (£203.82 + average admission £115) = £77154 if every patient was admitted the potential cost would be in excess of £412324.

Although we as a service will always respond to all emergency calls, whilst responding to what are avoidable incidents more genuine cases may have a delayed response as we cannot be everywhere at once.

David Rigby – North West Ambulance Sector Manager

Blackpool Victoria Hospital Trauma Intelligence Data

There are four main sources of information available to analyse health performance.

- GP practice data
- Hospital Episode Statistics data
- Ambulance data
- Trauma Injury Intelligence Group data

The first two focus on longer term and serious poor health, whilst ambulance data includes both acute and chronic sickness/injury, and the latter is specifically collected for the identification of trauma hot spots amongst those attending A&E. The ambulance data has a cross over with the TIIG data; however the primary care trust does not have information sharing rights to forward the data to third parties. This report is therefore entirely based on the TIIG dataset.

The attached (Fig 31) Excel chart of 2012 TIIG data demonstrates the licensed premises where the patient was assaulted, the next column provides a total number of incidents for that premises where no time of assault is recorded, and the successive columns show the hourly incidence of assaults at each premises.

The venues with the highest incidents of assault reported at A&E are listed below, with a breakdown of the times which incidents have occurred between midnight and 09:00, and those where no time is

recorded. After 03:00 all the assaults taking place in or near licensed premises are occurring at the top of Queen Street.

	No Time	00:00-01:00	01:00-02:00	02:00-03:00	03:00-04:00	04:00-05:00	05:00-06:00
Flamingo's	10	1	2	3	9	3	1
Walkabout	15	2	4	5			
Revolution	8	5	3	1			
Sanuk	9	2	5	1			
Residence Night Club	2	2	2	3			
Funny Girls	4			1	3		
Flying Handbag	4	1			1		
Chaos Bar	2			1	1	2	
Bar 19	5						
Coco Bar	4						
Che Bar	3	1					

Fig 32 – Assaults within licensed premise and times committed

The data can only be used as representative and does not necessarily provide a true value, it is likely to under report as the data is not collected when A&E staff are at their busiest (predominantly between 02:00 and 06:00 at weekends).

The TIIG database also records other trauma and assault information from which it is interesting to note that this wider dataset indicates a peak time for assault of 03:00 and on a Sunday (early morning). This is represented on the two charts overleaf.

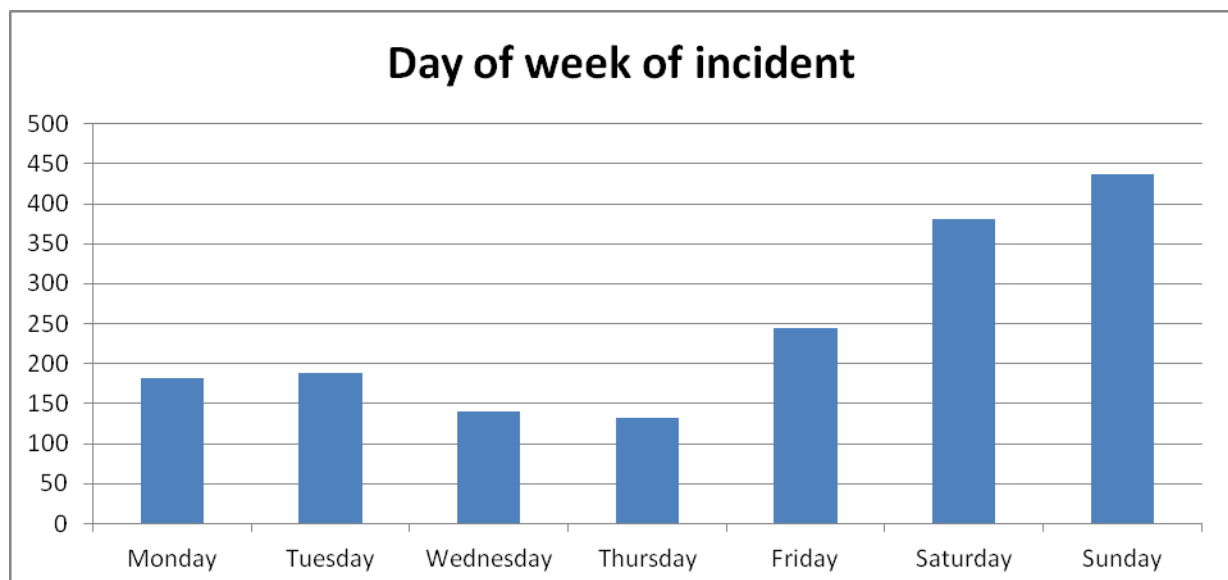


Fig 33 - Number of assaults reporting to BVH by day.

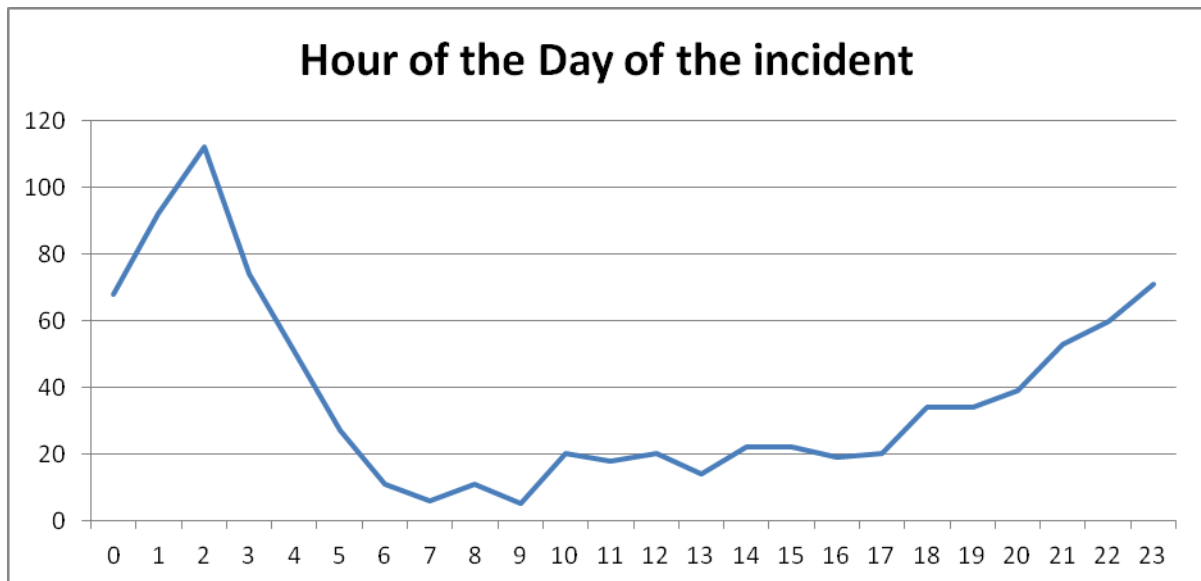


Fig 34 - Number of assaults reporting to BVH by time.

Steve Morton - Alcohol Harm Reduction Policy Officer, Blackpool NHS

Summary

The evidence presented in this paper clearly demonstrates the impact that the NTE has upon the Police and other statutory authorities in Blackpool since the introduction of extended hours within the licensing trade. We believe that this alone provides sufficient justification for the Council at Blackpool to consult on an early morning restriction order for the NTE.

Whilst the introduction of the Early Morning Alcohol restriction Order and the time during which it will apply will be a decision made by Blackpool Council, we believe that a 3am closure for all premises is a proportionate response to the scale of the problem currently being encountered by the Police and other statutory bodies.

The Police believe that the request for the Early Morning Alcohol Restriction Order (EMRO) to mirror that of the cumulative impact zone (14 streets) will reduce the opportunity for crime to be committed.

In making the above request, the statutory bodies are extremely mindful that the proposals could have an economic impact both upon the individual premises but also the town. However, we believe that only a limited market would be affected and that our recommendations are late enough to the night time economy to continue to thrive.

At this time, we do not believe that an application for the Late Night Levy would be appropriate. We would however note that the Police would consider recommending the Late Night Levy should alcohol related crime and disorder continue to increase in the town.

Lancashire Police are committed to work with the alcohol industry to ensure people can continue to enjoy crime free evenings within Blackpool.

The Police believe that the above request will promote the following licensing objectives:-

1/ Prevention of crime and disorder

2/ Increase public safety

3/ the Prevention of public nuisance

T/Chief Supt Stuart Noble

REPORT

REPORT OF	MEETING	DATE	ITEM NO
DEVELOPMENT SERVICES	LICENSING COMMITTEE	11 TH JULY 2013	5

LICENSING ACT 2003

Public Item

This item is for consideration in the public part of the meeting.

Summary

The Members of the Committee will be informed of the current numbers of licensed premises in the Borough and advised of forthcoming changes to the Licensing Act 2003 regarding the de-regulation of some licensable activities.

1. Recommendation

That the Committee notes the report.

Summary of previous decisions

This matter has not previously been referred to the Licensing Committee

Report

1. Since the Licensing Act 2003 came into force in 2005, the total number of licenses issued by the Authority are as follows:

344 Premises Licences (alcohol) – 264 are currently in force, the others being either surrendered, lapsed, time limited or revoked

52 Premises licenses (non – alcohol) – 47 currently in force

33 Club premises Certificates – 28 currently in force

1397 Temporary event notices

895 Personal Licences

Continued....

2. For the financial year April 2012 to March 2013, the following applications were received and processed:

- 19 New Premises Licence Applications
- 14 Variations
- 6 Minor Variations
- 224 Temporary Event Notices
- 56 Personal Licences
- 9 Applications referred to Licensing Panel
- 24 Transfer applications
- 68 Designated Premises Supervisor Variation
- 17 Licences suspended for non-payment of fees

3. For the information of Members, a number of additional changes are also proposed to the Licensing Act. As a result of these amendments no licence is required for the following activities to the extent that they take place between 08:00-23:00 on any day:

- a performance of a play in the presence of any audience of no more than 500 people;
- an indoor sporting event in the presence of any audience of no more than 1,000 people;
- most performances of dance in the presence of an audience of no more than 500 people.

This is in addition to the recent changes brought in by the Live Music Act 2012 which allows the following to take place without a licence¹:

- live music, where the live music comprises:
 - a performance of unamplified live music in licensed and unlicensed premises;
 - a performance of live amplified music in a workplace with an audience of no more than 200 people; or
 - a performance of live amplified music in a premises that is licensed for 'on sales' of alcohol, which at the relevant time is open for the consumption of alcohol and is in the presence of an audience of no more than 200 people.

4. Although the dates are yet to be confirmed, it is likely that from May 2014 the licensable activity of recorded music will also be exempted from licensing requirements between 0800 and 2300 for an audience of less than 500 persons.

¹ A licence permitting the supply/sale of alcohol is required in some circumstances

5. Members will recall that the Live Music Act introduced an exemption for performances of live music but for audiences of less than 200 persons. This audience restriction is to be increased to 500 persons.
6. Finally, the current Statement of Licensing Policy was approved in 2011 and was due for consultation again this year to come into force in January 2014. However, the Licensing Act has been updated and the frequency for the renewal of the Policy updated to every 5 years. The Guidance issued under S182 of the Licensing Act states that, "*the policy must be kept under review and the licensing authority may make any additions as it considers appropriate.*"
7. Due to the number of amendments to the Act that have recently taken place and are also due to take place, it is felt appropriate that the Policy should be reviewed when the changes referred to above are finalised during 2014 but prior to the end of the 5 year period. However, the view of the Committee is sought in relation to this.
8. Members are requested to note the report and advise in relation to update to the Statement of Licensing Policy.

IMPLICATIONS	
Finance	There are no implications arising directly from the report.
Legal	None arising directly from the report.
Community Safety	There are no implications arising directly from the report.
Human Rights and Equalities	There are no implications arising directly from the report.
Sustainability and Environmental Impact	There are no implications arising directly from the report
Health & Safety and Risk Management	There are no implications arising directly from the report.

Report Author	Tel	Date	Doc ID
Chris Hambly	(01253) 658422	24 th June 2013	

List of Background Papers		
Name of document	Date	Where available for inspection
Document name		Council office or website address

Attached documents

Licensing Committee

Date:	Friday, 12 October 2012
Venue:	Town Hall, St Annes
Committee members:	Councillor Angela Jacques (Chairman) Councillor Dawn Prestwich (Vice-Chairman) Councillors Brenda Ackers, Christine Akeroyd, Keith Beckett, Alan Clayton, Simon Cox, Susanne Cunningham, Leonard Davies, David Donaldson, Kathleen Harper, Karen Henshaw JP, Ken Hopwood
Other Councillors:	Councillor Cheryl Little (Portfolio Holder for Social Wellbeing) Councillor Julie Brickles
Officers:	Paul Walker, Chris Hambly, Clare Holmes, Lyndsey Lacey

1. Declarations of interest

Members were reminded that any disclosable pecuniary interests should be declared as required by the Localism Act 2011 and that any other interests should be declared as required by the Council's Code of Conduct. There were no declarations of interest.

2. Confirmation of minutes

RESOLVED: To approve the minutes of the Licensing Committee meeting held on 30 September 2009 as a correct record for signature by the Chairman.

3. Substitute members

There were no substitute members.

4. Revised Gambling Policy 2013 - 2015

Chris Hambly (Principal Licensing Officer) presented a report on the draft revised Gambling Policy Statement. In doing so, he highlighted the proposed changes to the Policy and referred to the ongoing consultation with key organisations on the matter.

A copy of the revised Gambling Policy Statement was circulated with the agenda.

Following consideration it was RESOLVED:

1. To note the contents of the report and subject to any alterations received at the end of the consultation period to recommend the draft Policy for consideration at the next meeting of the Policy Development Scrutiny Committee and full Council for approval.
2. To delegate to the Director of Development Services the authority to make any technical/draft amendments to the Policy following the consultation period.

5. Licensing Act 2003

Chris Hambly (Principal Licensing Officer) gave a detailed PowerPoint presentation to committee on a number of changes and updates to the Licensing Act 2003 which had recently come in to force.

In summary, the presentation covered the following areas and addressed the potential impact of the changes:

- The total number of licenses issued by the Authority since the introduction of the Licensing Act 2003.
- Changes to the Licensing Act by virtue of the Police Reform and Social Responsibility Act 2011 namely:
 - Responsible Authorities and Other Persons
 - Evidential Burden and Policies
 - Temporary Event Notices (TEN)
 - Late TENs
 - Fees
 - Late Night Levy
 - Early Morning Alcohol Restriction Orders
 - Live Music Act 2012

Following consideration it was RESOLVED to note the content of the report.

6. Delegation of Functions by Licensing Committee

The Chairman reported that the above report had been received after the publication of the agenda and accepted that it should be considered by the Committee as a matter of urgency on the grounds that the Director of Development Services may wish to make recommendations in relation to a licensing matter which will require consideration at an early opportunity.

Mr Hambly (Principal Licensing Officer) reported that following recent changes to the Licensing Act 2003, the Director of Development Services would require delegated authority to act as the Responsible Authority on behalf of the Licensing Authority where it is deemed appropriate to promote the licensing objectives and to suspend licenses for the non payment of the annual fee.

Following consideration it was RESOLVED:

1. To delegate authority to the Director of Development Services to act as the Responsible Authority on behalf of the Licensing Authority where it is deemed appropriate to promote the Licensing Objectives.
2. To delegate authority to suspend licenses for the non payment of the annual fee to the Director of Development Services.

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