

LICENSING COMMITTEE AGENDA



17th December 2012

at 2.00 pm

in Committee Room B, Civic Centre, Hartlepool

MEMBERS: LICENSING COMMITTEE:

Councillors Ainslie, Brash, Dawkins, Fleet, Gibbon, Griffin, Hall, Jackson, A Lilley, Loynes, Morris, Robinson, Shields, Sirs and Tempest

1. APOLOGIES FOR ABSENCE

2. TO RECEIVE ANY DECLARATIONS OF INTEREST BY MEMBERS

3. MINUTES

3.1 To confirm the minutes of the meeting held on 6th November 2012.

4. ITEMS REQUIRING DECISION

4.1 Early Morning Alcohol Restriction Orders (EMROS) – *Assistant Director (Regeneration and Planning)*

5. ITEMS FOR INFORMATION

No items.

6. ANY OTHER ITEMS WHICH THE CHAIRMAN CONSIDERS ARE URGENT



LICENSING COMMITTEE

MINUTES AND DECISION RECORD

6 November 2012

The meeting commenced at 2.00 pm in the Civic Centre, Hartlepool

Present:

Councillor: Morris (In the Chair)

Councillors: Ainslie, Fleet, Gibbon, Griffin, Hall, Jackson, A Lilley, Loynes, Robinson, Shields, Tempest

Officers: Dave Barnfather, Senior Licensing Enforcement Officer
Ian Harrison, Principal Trading Standards & Licensing Officer
Tony MacNab, Solicitor
Rachael White, Democratic Services Officer

14. Apologies for Absence

Apologies were received from Councillors Dawkins and Sirs.

15. Declarations of interest by Members

None.

16. Confirmation of the minutes of the meeting held on 17th July 2012

Confirmed.

17. Hackney Carriage and Private Hire Age Limits

(Assistant Director, Regeneration and Planning)

The Principal Trading Standards and Licensing Officer on a proposal to amend the licensing policy for hackney carriage and private hire vehicles to allow older cars to be licensed. The hackney carriage and private hire licensing policy had been adopted in January 2011 and stated that a vehicle submitted for initial licensing must:-

'Be below the age of 3 years from the date of first registration and the vehicle will normally be required to be replaced when it reaches six years of age unless the proprietor can demonstrate that it has been, during the course of its lifetime, exceptionally well-maintained.'

Representations had been received from some vehicle owners asking for the policy to be amended so as to permit older vehicles to be licensed for the first time. The request specifically related to the difficulties created by the enforcement of the 3 year age limit as this excluded a significant source of used cars. The representations related principally to fleet hire vehicles that would often be sold off as soon as they were 3 years old. It was generally accepted that ex-fleet hire cars were well maintained and could represent good value for money. However as they were often made available when just weeks older than 3 years, they were classed as being too old under the licensing policy.

Prior to being licensed for the first time, hackney carriage and private hire vehicles were subjected to a mechanical test, carried out at the Council's garage, and then at six monthly intervals until 6 years old when it would usually be replaced. The mechanical test covered issues of mechanical fitness similar to a standard MOT but with some additional checks specific to licensed vehicles. In addition to the mechanical test, vehicles were also visually inspected by a licensing officer prior to being licensed and then periodically throughout its lifetime as a licensed vehicle. If a vehicle failed either a mechanical or visual inspection its licence may be suspended until thought to be considered satisfactory. Hartlepool's hackney carriage and private hire fleet were generally considered to be of high quality and that this may have been partly attributed to the strict application of the age policy.

In the discussion that followed, Members debated the impact of allowing a vehicle be first licensed above the age of 3 years highlighting the various tests a vehicle was subject to before being given approval. Members queried the reasoning behind ex-fleet cars being made available at 3 years old. The Principal Trading Standards and Licensing Officer advised the Committee that fleet cars owners would stop hiring out their vehicles at 3 years of age as they would be required to have the vehicles undergo an MOT and the value of the vehicle would decrease. One Member informed the Committee that he had been approached by a representative of the trade who had highlighted that several vehicles in good condition would be disposed of at 3 years of age and suggest that by extending the age limit it would allow greater flexibility when buying vehicles to be licensed for hackney carriage and private hire use. Members supported the request to increase the age limit for newly registered vehicles, subject to the continuation of the inspection regime.

Decision

That the Hackney Carriage and Private Hire Licensing Policy relating to the maximum age a vehicle may be when first licensed be amended to a 4 year age limit from the current 3 year age limit.

18. Additional Requirements for Taxi Drivers (*Assistant Director, Regeneration and Planning*)

The Principal Trading Standards and Licensing Officer reported on proposals that would require all licensed hackney carriage and private drivers to undertake an assessment of their driving ability. On the 19th January 2011 the Licensing Committee determined that new applicants for hackney carriage and private hire licences should be required to undertake and pass the Driving Standards Agency Taxi Test before a licence could be issued. Existing drivers who have accumulated nine or more penalty points on their DVLA drivers licence were referred to a licensing sub-committee where their fitness to continue to hold a licence was re-assessed. On such occasions, sub-committees were advised that, if considered appropriate, drivers could be required to pass the Driving Standards Agency Taxi Test or to undertake the Council's Driver Improvement Scheme.

A Licensing Sub-Committee had requested that the Licensing Committee discuss whether it would be appropriate for all currently licensed hackney carriage and private hire drivers to undertake one or both of the above tests as an additional assessment of their fitness to hold a drivers licence. The application process for drivers had remained the same for many years and consisted of:-

- Payment of appropriate fee
- Production of a full DVLA drivers licence
- Production of a certificate, on a form approved by the Council, that had been signed by the applicant's own GP or alternative GP to confirm that the applicant was medically fit to be a driver
- Production of an Enhanced Disclosure from the Criminal Records Bureau
- Satisfactory completion of an examination prepared and administered by the Council that would cover areas including relevant legislation, locations, routes, disability awareness and the Highway Code. Applicants were required to pass the 'knowledge' test within five attempts

Representatives of the taxi trade had highlighted the difficulties the trade was facing as a result of the economic climate and the effect that the DSA Taxi Test was having on the recruitment of new drivers. The total number of licensed drivers in Hartlepool had fallen by almost 100 over the previous two years. The issue was reconsidered by the Licensing Committee in July 2011 and again in January 2012. On both occasions the Committee determined that the DSA Taxi Test should remain as a requirement for new drivers.

Procedures were in place to highlight and address those drivers who had accumulated nine or more penalty points on their DVLA drivers licence or those who had received complaints about their driving standards. There were approximately 450 drivers who had not previously taken either the DSA Taxi Test or the Council's Driver Improvement Scheme. If the drivers were required to undertake the DSA test or Driver Improvement Scheme the total cost to the trade would be significant.

In the discussion that followed, a Member queried whether there had been

any consultation of representatives from the trade prior to the Committee meeting. The Principal Trading Standards and Licensing Officer advised the Committee that no consultation had taken place as it may not have been considered appropriate by the Committee and that consultation would follow depending on the decision that was made. Members debated the implications of having all existing drivers take the test or scheme and the financial impact it would have. The Committee was informed, in response to questioning, that Stockton, Middlesbrough and Redcar & Cleveland only require new drivers to take a test. After considering the issues fully, Members supported the retention of the current policy.

Decision

That the hackney carriage and private hire licensing policy remain unchanged with new drivers being required to undertake an assessment of their driving ability.

19. Criminal Records Disclosures - Updates *(Assistant Director, Regeneration and Planning)*

The Principal Trading Standards and Licensing Officer provided an update for Members on the progress made to secure funding to finance 'Enhanced' Criminal Records Bureau (CRB) checks for the 241 taxi drivers whose most recent CRB checks were at the lower 'Standard' level. Members also considered what action, if any, should be taken with regard to the 241 hackney carriage and private hire drivers who obtained their licence on the basis of a Standard CRB disclosure. An amendment to the Hackney Carriage and Private Hire License Policy so as to reflect a change in the name of the Criminal Records Bureau was also proposed.

In April 2011 the Criminal Records Bureau had issued instructions to local authorities indicating that drivers of hackney carriage and private hire vehicles were not eligible for Enhanced CRB checks but rather must obtain the less detailed 'Standard' check. A 'Standard' CRB check contained details of all spent and unspent convictions, cautions, reprimands and warnings from the Police National Computer (PNC). An 'Enhanced' CRB check was the highest level of criminal check. It would contain the same PNC information as the 'Standard' check but also included a check of police records held locally, and for certain positions working with children and adults, information held by the Independent Safeguarding Authority.

Following representations made by this authority and many others, including trade bodies and child protection agencies, the Government implemented legislation allowing licensing authorities to once again require Enhanced Checks for drivers. During the period where Enhanced CRB checks were not permitted a total of 241 drivers licences had been issued – 19 of which related to new drivers and 222 were renewals of existing drivers. Two of the 19 new drivers had been granted school contracts by the Council and had been required to obtain 'Enhanced' CRB checks. The

cost of converting the 'Standard' checks to 'Enhanced' checks would be approximately £10,500 for the 241 drivers or approximately £800 for the new drivers only. The Committee had asked officers to seek additional funding from the Government and a letter had been sent to the Secretary of State for Communities and Local Government on 21st August 2012, however, no response had been received.

A registration as a hackney carriage or private hire driver was regarded as a 'notifiable occupation' which required that the licensing authority should have been notified whenever a licensed driver was cautioned or prosecuted through the courts. The 222 drivers who had obtained a 'Standard' check would have originally supplied an 'Enhanced' check when they first obtained their licence. It was extremely rare for the authority to receive information on an 'Enhanced' CRB check that would not have been disclosed on a 'Standard' check.

In the lengthy discussion that followed, Members discussed the importance of public safety especially as in a recent Neighbourhood Services Scrutiny Forum young members of the public had spoke of feeling anxious when faced with getting into taxis. The Principal Trading Standards and Licensing Officer informed the Committee that there had been very few incidents reported of taxi drivers' behaviour and that he was aware of the perception. The Officer reported that discussions had taken place between himself and the Assistant Director, Transportation and Engineering, on methods of changing the perception of young people, however it was not believed that drivers having an 'Enhanced' CRB check would help. It was considered by some Members that because the existing licensed drivers had previously held an 'Enhanced' CRB check, it was not necessary for the drivers to have to have an additional CRB check now but when the licence was due for renewal. Members expressed concern regarding the lack of funding available to convert the licences of the 222 existing drivers and it was suggested for the Chair to write to full Council regarding finding another source of funding.

Decision

- i) That no immediate action should be taken in respect of those taxi drivers who obtained their current hackney carriage or private hire drivers licence on the basis of a Standard Criminal Records Bureau Disclosure.
- ii) That the 17 newly licensed drivers be required to undertake an 'Enhanced' CRB check.
- iii) The amendment to the Hackney Carriage and Licensing Policy in relation to the Disclosure & Barring Service be approved.

20. Forthcoming Amendments to the Licensing Principles *(Assistant Director, Regeneration and Planning)*

The Principal Trading Standards and Licensing Officer reported on the forthcoming amendments to the Licensing Act 2003 and approval was sought to begin consultation on their potential implementation in Hartlepool.

When the Licensing Act had implemented in 2004 its primary purpose had been to tackle problems associated with the misuse of alcohol. At the time it was the belief of the Government that late night alcohol related crime and disorder was being caused by the requirement for all licensed premises to close at the same time. Statutory guidance that accompanied the Act made it very clear that licensing authorities should sign up to the presumption that longer hours would mean less trouble and that there should be an assumption that any licence should be granted unless there were exceptional reasons for it to be refused.

As alcohol related crime and disorder had continued at a significant level it was now recognised by Government, through statutory guidance, that longer hours were not necessarily an answer to all problems. As a result Licensing Authorities had been given greater discretion in their approach to the management of licensed premises in their area. The Licensing Committee had recommended amendments the Licensing Policy which were presented to full Council in 2011. These were adopted and the policy was amended to state that new licences would not be issued to permit trading after 0200 hours, however, this did not affect licences already in existence. On 31st October 2012 amendments to the Police Reform and Social Responsibility Act were implemented, which would allow licensing authorities to adopt new measures for the management of their night time economies. These were Early Morning Restriction Orders (EMRO'S) and the Late Night Levy.

Early Morning Restriction Order (EMRO)

Once adopted by a licensing authority an EMRO would allow the authority to restrict the sale of alcohol from all premises in a defined area between midnight and 6:00 a.m. If the Committee decided to apply the restriction, the licensing authority would have to undertake a 42 day consultation period. If any representations were made, a hearing would have to be held within 30 days of receiving the representation. Compelling evidence would need to be provided to show that if applied, the order would show improvement in crime and disorder.

Late Night Levy

If adopted, the Late Night Levy would allow licensing authorities to raise a contribution from late night opening alcohol retailers towards the policing costs generated by the late night economy. The levy would apply to all premises (on and off-trade) throughout the licensing authority area, which were authorised to sell or supply alcohol in the time period set by the licensing authority. The Government proposed that a maximum of 30% on any Late Night Levy generated would be retained by the local authority (after the deduction of administration costs) and the remaining 70% would be allocated to the Police. Hartlepool had approximately 30 premises that operated after midnight however, due to the low rateable value of premises

in the town, the average levy per premises would be around £500. This would generate a total annual income of approximately £15,000 which would, before the deduction of administrative costs, equate to £4,500 for the Council and £10,500 for Police.

Members were all in favour of introducing an Early Morning Restriction Order however were advised that for the order to be imposed, compelling evidence would need to be provided to show that a reduction in hours would improve crime and disorder. It was suggested that rather than waiting for the next meeting in January, an additional meeting be held in December to solely discuss the EMRO further. Members agreed that taking in account the number of premises Late Night Levy would impact on, the income it would provide and the economic climate, it would not be appropriate to adopt the measure.

Decision

i) That the Licensing Committee is minded to adopt an Early Morning Restriction Order and that a further meeting be held to discuss the matter further.

ii) That at this time, the Licensing Committee was not minded to introduce a Late Night Levy on the late night economy in Hartlepool.

21. Gambling Act Statement of Licensing Principles

(Assistant Director, regeneration and Planning)

The Principal Trading Standards and Licensing Officer submitted a draft Statement of Licensing Principles for the Gambling Act 2005 for Members consideration.

The Gambling Act 2005 came into force in 2007 and transferred a range of licensing responsibilities from the Gaming Board and local Magistrates Courts to local authorities and the newly formed Gambling Commission. Licensing activities that fell within the local authorities control included bingo halls, betting shops, amusement arcades and casinos.

Licensing authorities were required to publish a Statement of Licensing Principles (a licensing policy) every three years. Hartlepool's licensing policy had been published in January 2010 and, as such, an updated policy needed to be published in January 2013. The final policy needed to be approved by full Council and published no later than 3rd January 2013. Whilst the draft policy followed a nationally accepted framework, licensing authorities were permitted to adopt a 'local' policy on the provision of casinos. Hartlepool's 2010 gambling policy contained a 'No Casino' resolution. Members were required to consider whether such a resolution should continue.

Members reiterated discussions that had taken place in the past regarding

the issues of gambling, mainly focusing on the negative impact gambling could have on an individual and their family. Concern was also expressed regarding the gambling machines in pubs and betting shops etc. The Principal Trading Standards and Licensing Officer informed the Committee that the licensing authority did have some control over the licences granted however some premises, like bookmakers and pubs were permitted to have the machines. However they were limited to the number of machines that could be in the premises and the amount of money that could be paid out. It was considered that the Committee agree to the continuation of the policy.

Decision

That the Statement of Licensing Principles be commended to full Council with the continuation of the 'No Casino' resolution.

22. Any Other Items which the Chairman Considers are Urgent

The Chairman ruled that the following items of business should be considered by the Committee as a matter of urgency in accordance with the provisions of Section 100(B) (4)(b) of the Local Government Act 1972 in order that the matter could be dealt with without delay.

Cabby of the Year Award

The Chair reported that, after the request from the Licensing Committee on 17 July 2012 for the Cabby of the Year Award, the story had been published in the Hartbeat magazine.

The meeting concluded at 3.40 pm

CHAIR

LICENSING COMMITTEE

17th December 2012



Report of: Assistant Director (Regeneration & Planning)

Subject: EARLY MORNING ALCOHOL RESTRICTION ORDERS (EMROS)

1. PURPOSE OF REPORT

- 1.1 To consider whether an Early Morning Alcohol Restriction Order should be proposed in Hartlepool.

2. BACKGROUND

- 2.1 When the Licensing Act was implemented in 2004 its primary purpose was to tackle problems associated with the misuse of alcohol. At that time it was the belief of the Government that late night alcohol related crime and disorder was being caused by the requirement for all licensed premises to close at the same time – producing a surge of drunken people onto the streets – fighting to order takeaway food and flag down taxis to get home.
- 2.2 The Licensing Act removed ‘prescribed’ licensing hours and effectively permitted ‘24 hour drinking’ if licensees requested it.
- 2.3 Statutory guidance that accompanied the Act made it very clear that licensing authorities should sign up to the presumption that longer hours would mean less trouble and that there should be an assumption that any licence should be granted unless there were exceptional reasons for it to be refused. Any refusal of a licence application could be appealed to the Magistrates who were also bound to take into consideration the Government’s guidance.
- 2.4 This resulted in there being over 20 licences granted (excluding takeaways) that authorised the sale of alcohol beyond 02:00 am (this has subsequently been reduced to 13 – partly due to proactive action by the Council and the Police and partly due to the current economic climate).
- 2.5 Since the implementation of the Act alcohol related crime and disorder has continued at a significant level and, as such, the previous Government began to soften its stance – recognising through its statutory guidance that longer hours were not, necessarily, an answer to all problems and allowing licensing authorities more discretion in their approach to the management of licensed premises in their area.

- 2.6 This change in Government guidance was embraced by the Licensing Committee which recommended amendments to the Licensing Policy to full Council in 2011. These were subsequently adopted and the Licensing Policy now states that new licences will not be issued to permit trading after 02:00am (this does not however affect licences already in existence).
- 2.7 The Government has now taken this further, through the Police Reform and Social Responsibility Act (PRSR Act), and a number of significant amendments to the Licensing Act have been introduced.
- 2.8 On 31st October 2012 licensing authorities were given the opportunity to adopt new measures for the management of their night time economies. These are Early Morning Restriction Orders (EMRO's) and Late Night Levy.
- 2.9 At its meeting on 6th November 2012 the Licensing Committee determined that further investigations should be undertaken with regard to EMROs but that, at the current time, Late Night Levy's should not be progressed.

Early Morning Restriction Orders (EMRO's)

- 2.10 Once a licence to sell alcohol has been granted it remains in force until it is either surrendered by the licence holder or revoked by the licensing authority. The hours of trade permitted by the licence can only be amended by either a voluntary variation or by order of a licensing sub-committee following a review of the licence.
- 2.11 Hartlepool currently has 13 premises that are licensed to supply alcohol beyond 2:00 a.m. and, unless there are specific problems associated with a particular premises, the licensing authority has no power to reduce their operating hours. Any attempt to do so by means of a licence review can be appealed to a Magistrates Court.
- 2.12 This essentially means that licensing authorities are limited in their ability to manage their Night Time Economies where problems such as crime and disorder cannot be linked to a specific premises but are more the result of there being a concentration of premises in a specific area – known as 'cumulative impact'.
- 2.13 Once adopted by a licensing authority an EMRO would allow the authority to restrict the sale of alcohol from all premises in a defined area within any time between midnight and 6:00 a.m. This could, for example, allow Hartlepool to prohibit the sale of alcohol between 2:00 a.m. and 6:00 a.m. in the town centre area.
- 2.14 The process to be followed for the adoption of an EMRO is as follows: -
- If the licensing authority has identified a problem in a specific area attributable to the supply of alcohol at two or more premises in that area,

and has sufficient evidence to demonstrate that it is appropriate for the promotion of the licensing objectives it can propose making an EMRO.

- If the licensing authority is minded to propose an EMRO it should first decide on the matters which must be the subject of the proposal. These are:
 - The days (and periods of those days) on which the EMRO would apply;
 - The area to which the EMRO would apply;
 - The period for which the EMRO would apply (if it is a finite period);
 - The date from which the proposed EMRO would apply.
- The proposed EMRO must be advertised. This should include a short summary of the evidence and the manner in which representations can be made. The proposal must be advertised for at least 42 days.

The proposal must be advertised in a local newspaper and on the licensing authority's website. A notice of the proposal must be sent to all affected people in the area.

The licensing authority must display a notice of the proposal in the area to which the EMRO would apply, in a manner which is likely to bring the proposal to the attention of those who may have an interest in it.

The licensing authority must notify the responsible authorities in its area and neighbouring licensing authorities of its proposal to make an EMRO.

The licensing authority should take any other steps considered appropriate to draw the proposed EMRO to the wider attention of other persons who are likely to have an interest in it.

- Those who are affected by a proposed EMRO, responsible authorities or any other person have a minimum of 42 days to make relevant representations. To be considered relevant, a representation must:
 - Be about the likely effect of the making of the EMRO on the promotion of the licensing objectives;
 - Be made in writing in the prescribed form and manner;
 - Be received within the deadline; and
 - If made by a person other than a responsible authority, not be frivolous or vexatious.
- If relevant representations are received, the licensing authority must hold a hearing to consider them. The hearing must be commenced within 30 days after the end of the consultation period. The authority must make its determination within 10 working days of the conclusion of the hearing.
- As a result of the hearing the licensing authority has three options:
 - To decide that the proposed EMRO is appropriate for the promotion of the licensing objectives;

- To decide that the proposed EMRO is not appropriate and that the process should be ended; a
 - To decide that the proposed EMRO should be modified. In this case the process must begin again, based on the modified terms.
- If the licensing authority is satisfied that the proposed EMRO is appropriate for the promotion of the licensing objectives its determination must be put to full Council for its final decision.
 - If adopted, the licensing authority should monitor the effectiveness of the EMRO to ensure it continues to be appropriate for the promotion of the licensing objectives.
 - The variation or revocation of an EMRO must follow the same procedure as used for its initial implementation.
- 2.15 In 2009 a research study was commissioned by the Safer Hartlepool Partnership that looked at Hartlepool's Night time Economy and the impact that later licensed hours had had on the town centre area. The findings were published in December 2009 and are attached as **Appendix I**.
- 2.16 Whilst there may have been a number of changes to the Night Time Economy since the report was published Members may feel that it continues to have relevance to the significant issues that remain of concern.
- 2.17 On 6th December 2012 a letter was received from Cleveland Police and the Director of Public Health, requesting that Hartlepool Borough Council consider the implementation of an EMRO that would limit the sale of alcohol to 02:00 am and would apply to all premises situated within the Council's current Special Policy area as detailed in the current Licensing Policy. A copy of the letter is attached as **Appendix II**.

3. ISSUES

- 3.1 Crime and disorder continues to be a significant issue for the Night Time Economy with an average of approximately 20 violent incidents in the town centre area each month.
- 3.2 A wide range of measures have been introduced over recent years in an attempt to address these problems including: -
- Introduction of a taxi marshalling system in Church Street
 - Installation of a taxi shelter on Church Street
 - Support for the introduction of 'town pastors'
 - Removal of some street furniture in Church Street that was impeding CCTV coverage or being regularly abused

- Installation of alleygates next to pubs in the Victoria Road area – the alleyways, which were poorly lit, had been the location of a number of assaults
 - Early use of Drink Banning Orders – a legal measure imposed by the Courts on those who have been found to be involved in alcohol related disorder in the town centre area
 - Use of 'Directions to Leave' by the Police. The power enables the police to issue an individual with a Direction to leave a locality. The Direction prohibits their return to that locality for a period not exceeding 48 hours. The power allows the police to target particular problem areas that need action or early intervention and to reduce the likelihood of alcohol-related crime or disorder arising.
 - Close working with Hartlepool Licensees Association including support for their 'Barred From One Barred From All' scheme
- 3.3 Cleveland Police have stated in their letter (**Appendix II**) that current policing methods required to effectively manage the Night Time Economy are unsustainable.
- 3.4 The Director of Public Health has stated that a relaxation in licensing hours has led to unacceptable levels of alcohol related Accident & Emergency admissions.
- 3.5 For Members to determine that it would be appropriate to propose an EMRO it is necessary to consider the following specific issues: -
- Is there sufficient evidence to propose making an EMRO;
 - What dates and times should an EMRO apply;
 - To what area should an EMRO apply;
 - The period for which the EMRO should apply (if it is a finite period);
 - The date from which the EMRO would apply

Evidence

- 3.6 Members are required to determine, on the evidence available at this point, whether there is an identified problem in a specific area that is attributable to one or more licensed premises and whether there is sufficient evidence to justify making a proposal for the adoption of an EMRO.
- 3.7 Members may feel that the research study (**Appendix I**) plus the letter from Cleveland Police and the Director of Public Health (**Appendix II**) are sufficient to justify a decision to propose an EMRO.
- 3.8 Before an EMRO could be adopted it would be necessary to consider any further evidence that is submitted during the consultation period.

Dates and Times

- 3.9 An EMRO can apply anytime between midnight and 06:00 am and can apply for different hours on different days. An EMRO cannot however apply on the morning of New Years Day in recognition of its status as a national celebration.
- 3.10 The representation from the Police and Director of Public Health has requested that an EMRO be considered which would impose a latest hour of 02:00 am.
- 3.11 As the current Licensing Policy states that applications for new licences, or amendments to existing licences, after 02:00 am would normally be refused Members may consider it appropriate that any EMRO should be compatible with this.
- 3.12 In 2010 a consultation exercise was carried out as part of consideration into changing the Council's 'Special Policy' area (discussed below). The consultation included a question on whether it would be appropriate to adopt a policy that prevents the supply of alcohol in the town centre area between 03:00 am and 06:00 am. 13 respondents agreed it would be appropriate whilst 1 disagreed. A copy of the results of this consultation exercise is attached as **Appendix III**.

The Area

- 3.13 The representation from Cleveland Police and Director of Public Health has suggested that it would be appropriate for an EMRO to apply to the area currently identified in the Council's Licensing Policy as a 'Special Policy' area.
- 3.14 The Special Policy area was identified in 2004 when the Council's first Licensing Policy was published and has been retained in subsequent Policy reviews. A Special Policy recognises that there is a cumulative impact on the promotion of the licensing objectives caused by a concentration of licensed premises in a specific area.
- 3.15 Initially the Special Policy area included the town centre but specifically excluded Church Street and its adjoining streets. This was changed in the 2011 policy and the current Special Policy area is identified in **Appendix IV**.
- 3.16 Prior to the inclusion of Church Street into the Special Policy area a consultation exercise was carried out and the results of this are attached as **Appendix III**.
- 3.17 With the exception of the main ASDA and TESCO stores and the Mayfair Centre at Seaton Carew there are no licences to sell alcohol after 02:00 am outside the Special Policy area.
- 3.18 The Mayfair Centre is currently undergoing a major refurbishment that will ultimately require a new licence to be granted and, as such, any new licence would be covered by the Council's policy to normally refuse applications beyond 02:00 am.

- 3.19 Recognising that an EMRO is needed because of the cumulative impact of a large number of licensed premises in an area and as there is no evidence to suggest that there are significant issues of alcohol related crime and disorder directly associated with The Mayfair Centre Members may consider that it would not be appropriate, or justifiable, to extend an EMRO to include The Mayfair Centre given its isolated geographical location.
- 3.20 As there is no evidence to suggest that there are significant issues of alcohol related crime and disorder directly associated with either the TESCO or ASDA main stores Members may feel that it would not be appropriate, or justifiable, to include these premises in any proposed EMRO area.

Duration

- 3.21 If Members determined that an EMRO should apply for, say, one year, it would be necessary to begin the entire process again in order to reintroduce it.
- 3.22 Members may feel that it would be appropriate for an EMRO to apply indefinitely as it can be amended or revoked at any time, subject to the required consultation.

Date the EMRO would apply

- 3.23 If Members determined that it would be appropriate to propose an EMRO it is necessary to state at the beginning of the consultation process when it would take effect.
- 3.24 Members must therefore consider what date would be appropriate for the EMRO to begin, taking into consideration the statutory processes required.
- 3.25 It is suggested that the consultation process should formally begin in January 2013 so as to ensure that no opportunity to consult is lost during the Christmas holidays.
- 3.26 The timetable for implementation is suggested as follows: -

January 2013	Consultation begins
February/March 2013	Consultation ends (consultation must be a minimum of 42 days)
April 2013	Licensing hearing to consider consultation responses (must be within 30 days of the end of consultation)
June 2013	Report to full Council
13 th August 2013	Implementation of EMRO (must be no less than 28 days following Council's decision to adopt)

3.27 It is proposed that there be approximately six weeks between the decision to adopt the EMRO and its full implementation so as to allow the Council to advertise the changes and for affected businesses to educate their customers.

3.28 There are a number of potential risks associated with the adoption of an EMRO:-

- Displacement – If Hartlepool returns to, for example, a terminal hour of 02:00 am, many revelers may choose to travel out of town to an area with later opening hours. This could have a significant impact on local business.
- Earlier closing may mean fewer trading hours. For example, if a premises that currently closes at 04:00 am is made to close at 02:00 am there is no guarantee that their customers will arrive earlier to compensate for this. A number of premises in the town centre currently trade for only a few hours per week – a reduction of 2 hours could have a significant impact.
- The imposition of a terminal hour could be seen as a return to the position the town centre was in prior to the implementation of the Licensing Act in 2005. There are currently 13 premises in the town centre area with a terminal hour of later than 02:00 am and there may be concerns that many, or all, of these premises would close at the same time - resulting in a surge of people onto the streets.
- An EMRO prevents the sale of alcohol beyond a certain time but does not apply to other licensable activities. Premises could therefore continue to offer music, dancing and hot and cold food (should its licence permit this) until the current closing times detailed on its licence.

3.29 There are also a number of potential benefits associated with the adoption of an EMRO: -

- The adoption of an earlier terminal hour may result in revelers beginning their night out earlier. It is accepted that many revelers now purchase cheap alcohol from supermarkets and drink it at home prior to 'going out' (known as 'pre-loading'). Information from local licensees and taxi companies suggests that many people do not begin their night out until midnight or later. As many people will have been drinking at home some licensees believe these people go on to make use of their facilities for the remainder of the night but actually spend little money.
- Introducing an earlier closing time may lead to revelers coming to the town centre earlier and potentially spending more money in the town centre premises.
- An earlier closing time may result in people returning home earlier. This may, in turn, reduce any noise nuisance as revelers either walk or are taken home by taxi.
- Police resources would be freed up earlier and could be allocated elsewhere.
- The availability of taxis working on an evening may increase as a number of drivers currently refuse to work until 4 or 5 o'clock.

3.30 If Members are minded to propose making an EMRO it is proposed that it be on the following terms: -

- The EMRO will apply between 02:00 am and 06:00 am 7 days per week
- The EMRO will apply on every day of the year except for New Years Day
- The EMRO will apply in perpetuity – unless subsequently varied or revoked by the Council
- The EMRO shall only apply to the area identified in **Appendix IV** to this report
- The EMRO shall take effect on 4th June 2013.

4. **EQUALITY AND DIVERSITY CONSIDERATIONS**

- 4.1 There are no equality or diversity implications.

5. **SECTION 17**

- 5.1 The Crime and Disorder Act 1998 requires Local Authorities to consider the impact of everything they do in relation to crime and disorder in all their activities. This duty is what is referred to as 'Section 17'.
- 5.2 It is expected that adoption of an Early Morning Restriction Order will positively contribute to Section 17 as it would allow for more effective management of the night time economy.

6. **RECOMMENDATIONS**

- 6.1 That, providing Committee consider there to be sufficient evidence, Committee propose making an Early Morning Restriction Order as follows: -
- The EMRO will apply between 02:00 am and 06:00 am 7 days per week
 - The EMRO will apply on every day of the year except for New Years Day
 - The EMRO will apply in perpetuity – unless subsequently varied or revoked by the Council
 - The EMRO shall only apply to the area identified in **Appendix IV** to this report
 - The EMRO shall take effect on 4th June 2013.

7. **APPENDICES AVAILABLE ON REQUEST, IN THE MEMBERS LIBRARY AND ON-LINE**

- 7.1 **Appendix I** – Research Report, Evidence Led Solutions
Appendix II – Letter from Cleveland Police and Director of Public Health
Appendix III – Results of consultation exercise carried out in 2010
Appendix IV – Special Policy Area

8. BACKGROUND PAPERS

- 8.1 Licensing Committee Agenda & Minutes – 17th July 2012
Licensing Committee Agenda & Minutes – 6th November 2012

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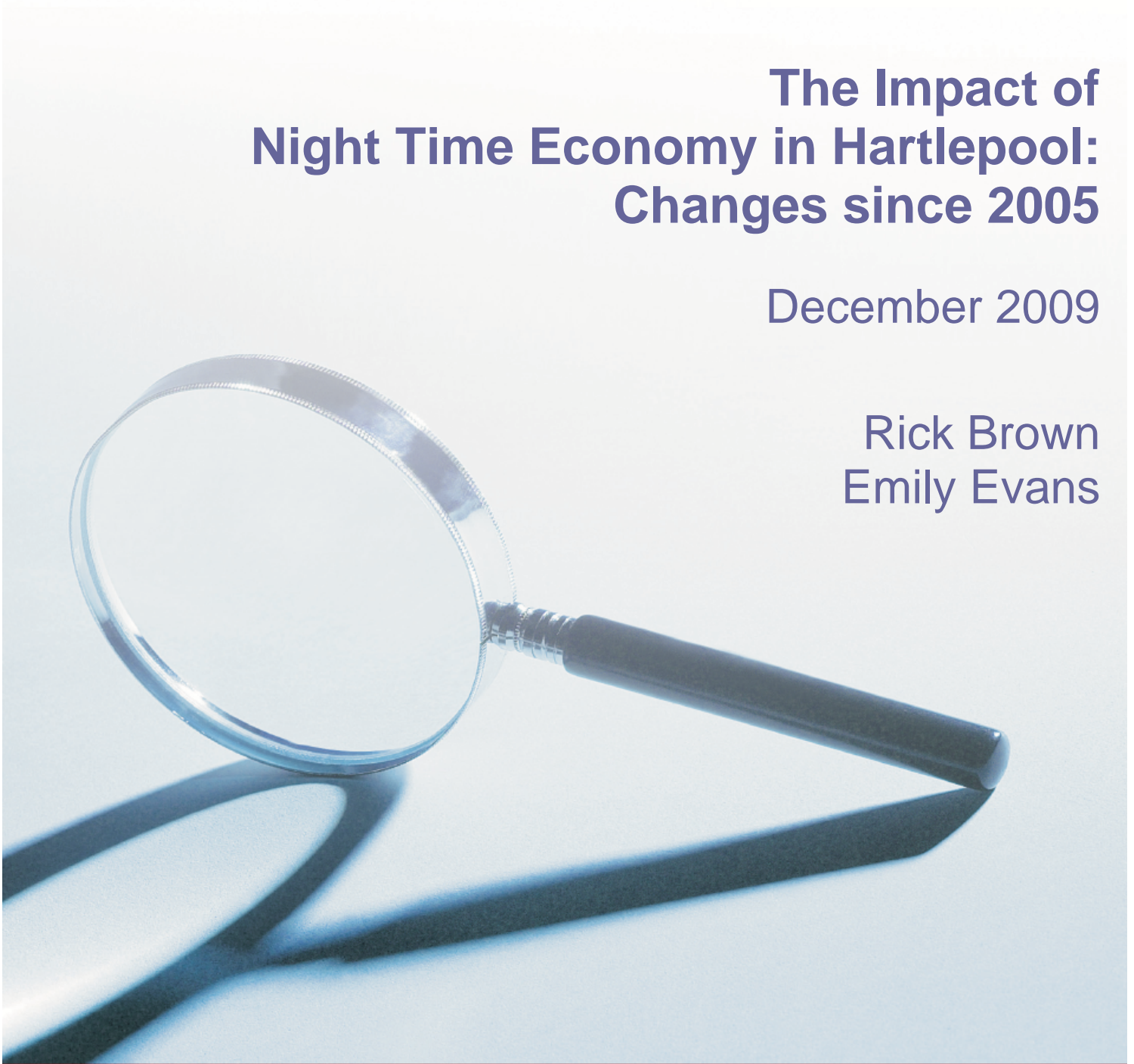
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The Impact of Night Time Economy in Hartlepool: Changes since 2005

December 2009

Rick Brown
Emily Evans



Executive Summary

Introduction

In 2005, Evidence Led Solutions undertook a baseline study for the Safer Hartlepool Partnership that examined the nature of the night time economy in Hartlepool prior to the implementation of the Licensing Act (2003). A follow up study of the night time economy in Hartlepool was commissioned by the Partnership in July 2009 and finalised in October. Fieldwork for this follow up study was undertaken between November and December 2009.

Methodology

A range of different methods were employed to meet the study's aims. These included the following:

- **Survey of night time economy customers** – This gathered information from 325 people in the town centre and 347 people on Navigation Point. The survey was conducted on Friday and Saturday nights between 9pm and midnight.
- **Observation of the night time economy** – Undertaken between 10pm and 4.30am on a Friday and Saturday night in Victoria Road and Church Street areas of the town centre.
- **Engagement with young people** – During a Saturday in November a fieldworker accompanied staff from Safe in Tees Valley during their outreach and engagement work with young people in Hartlepool.
- **Interviews with stakeholders** - Face-to-face interviews were undertaken with 16 stakeholders from a range of local agencies.
- **Interviews with Licensees** – Face-to-face interviews were undertaken with six licensees from both Victoria Road and Church Street, as well as with the chair of the Hartlepool Licensees Association.
- **Analysis of agency data** – Data provided by local agencies covering crime and incidents, arson incidents and presentations to hospitals were analysed to explore the impact of the changes in the town centre on particular types of crime and anti-social behaviour.

Hartlepool's Night Time Economy (NTE)

Since the baseline research was conducted in 2005 the number, type and opening hours of licensed premises in the town centre has changed significantly. In particular, a number of premises in the streets around Victoria Road have closed, including two nightclubs, The Wesley and 42nd Street and Bogart's. There have also been changes in Whitby Street, off Church Street. Here, the Chicago Rock Café, Coast and Olivers have closed and Little Black Book, the town's only strip-club, has opened since 2005.

The opening hours of premises have also changed. In 2005, bars and clubs around Victoria Road mainly closed at midnight and the two night clubs opened until 2am. On Church Street, four clubs opened until 2am. In 2009, the picture is very different. Six of the bars in the Victoria Road area have licenses which allow them to stay open until 4.30am seven days a week¹, two have licenses until 2.30am (The Corner House and Yates) and the remaining establishment is licensed until 1.30am on Friday and Saturday nights and 12.30am the rest of the week.

In the Church Street area, five premises are licensed to stay open until 4.30am², six are licensed to open until 3.00am or 3.30am³, two are licensed until 2.30am on weekends (The Princess Helena on Whitby Street and the Jackson Arms on Tower Street). Similarly, seven of the takeaways or restaurants on Church Street are licensed to open between 3.00am and 4.30am, two are licensed until 2.30am, with the remaining premises opening until midnight. However, these later opening hours are generally not used throughout the week.

One of the key changes to have occurred since the 2005 study is the growth of Hartlepool Marina and, in particular, the Navigation Point area. This strip now contains many more bars than it did in 2005, with seven bars and twelve restaurants on this one strip. However, as a mixed use development, with residential dwellings built on the same site, almost all the licenses stipulate closing times of between 11.00pm and midnight.

Other changes, such as the smoking ban introduced in July 2007 and the recent economic downturn are reported to have had a more mixed impact upon the town and the town centre.

¹ These are: The Showroom, Cactus Jacks, Loons, Bar Paris, The Pearl Bar and Time and Tide.

² These are: The Loft, Dingos, Shades, Kals and the Hillcarter bars, all on Church Street itself. In the case of all of these premises (apart from Dingos) the license allows for late opening seven days a week.

³ These are: The Ward Jackson/Lloyds, Rockies, Busbys, Little Black Book, Scarlets and Idols. The first four have earlier closing times during the week.

Uses of Town Centre

The 2005 study identified a very clearly defined drinking circuit in the town centre, starting in the Victoria Road area and moving down to Church Street and surrounding roads. This study has found this circuit is still in place. However it seems some people are choosing to start their night out at Navigation Point before moving into town, and there is a generally held view that people are starting their night later, and drinking more at home before they come into town. Consequently, people are spending the same amount of time, but less money in licensed premises, and the NTE is pushed back later into the evening. Evidence supporting this view was gathered from this study's fieldwork.

Licensees interviewed took different approaches towards drinks promotions. Some did not offer any, some offered them throughout the week and some were just starting to introduce them, due to them finding the town quieter than before. However, all noted that some bars in town were known for providing very cheap drinks promotions and all agreed, as did all stakeholders interviewed, that such promotions were bound to influence drinking behaviour and habits among customers.

Impact of the Night Time Economy

The view from the majority of stakeholders and licensees interviewed was that the changes that have taken place in the NTE in Hartlepool have not been good for the town, local services or local licensees. Analysis of police offence and incident data show that there has been a shift in the peak of offending later into the evening and other services have reported being busy later into the night. Interviews with stakeholders have revealed that this is beginning to impact upon how local services are provided and is also having an adverse impact upon services provided outside of the town centre and the NTE period. Transport providers have also been affected, with bus services now not covering the times the NTE is busy and taxi drivers not wanting to work as late as premises open, causing a shortage of taxis for NTE customers. Likewise, licensees report making less money from being open the same amount of time and facing increased overheads from having to employ door staff for longer.

Local Responses

These changes and their impacts on local services recently led to attempts to institute a voluntary closing time of 3.30am for all premises. This failed and, as a result, a multi agency Town Centre Violence Reduction Group (a task group of the Safer Hartlepool Partnership) has re-formed and intends to become the focus of more enforcement action within the NTE.

An alternative agreement was suggested to the researchers - ask all premises to close one hour earlier. This would affect all premises equally, would ensure people still moved on from premises to premises and would also see the NTE coming to an end at around 3.30am.

Licensees, especially on Church Street, agree with stakeholders that the change in licensing legislation has not been beneficial to them and would welcome a return to earlier opening and closing. The way the Act functions makes this difficult and stakeholders and licensees are at present considering how best to negotiate this.

Improvements to Hartlepool's Night Time Economy

There was generally felt to be close and effective joint working between agencies and between agencies and licensees in the town. This is aided by the relatively small size of the town and the fact that it is a unitary authority in relation to local government.

The main way in which both stakeholders and licensees would like to see the town improved is for opening hours to be moved back to 2.00am or 3.00am, so they are more in line with the closing times in place before the change in the legislation.

Future changes to the NTE landscape

During the course of the research a number of future changes which will affect the landscape of the NTE were noted. These included:

- **Church Street pedestrianisation trial** – a six week trial of pedestrianising Church Street was undertaken by the Police during October and November. There were mixed views about this and some raised queries about the practicalities and aesthetics of the barriers. It was reported that some taxi drivers had very negative views of the trial, whom had to find alternative pick up and drop off points during the trial. Overall though, it was agreed that it made the road safer, but that, if done permanently, would need better implementation and explanation. It was also noted that such a move did create a tension

between a move not to let people out on the street with drinks and effectively creating a traffic free 'beer garden' in the street.

- **Church Square Travel Interchange** – This has been planned for some time and is due to be completed sometime next year. It will see coach, bus and taxi services brought together near the train station. Given its location in one of the key NTE areas, it may change how customers arrive into and leave the town.
- **Tall Ships, August 2010** – This is a major event which Hartlepool will be hosting next summer. It was mentioned by almost all those interviewed as a significant event for the town and town centre.
- **Alcohol Requirement on Community Orders** - It was noted by a representative of probation that courts will soon have the power to attach an alcohol requirement to a community order for those offenders whose offending is fuelled by an alcohol issue.

Young people's drinking habits

Another element of this research was to consider the drinking habits of younger people, under the age of 18. It had been initially suggested that underage drinking was a way of 'warming up' for going out in the town centre once old enough. However, findings from this research do not support this theory.

Interviews with stakeholders in this field, suggest that there is a less formal NTE outside of the town centre in more residential estates used by both underage and legal drinkers in their late teens and mid twenties. Those above the legal drinking age do use Church Street sometimes, but cannot afford to do so regularly. This suggests that there is a second, more hidden, NTE away from the town centre which may cause its own issues for local services.

Conclusions

The town centre has undoubtedly changed in the last five years. Specifically, the later opening of licensed premises and the moving back of the NTE such that it starts and ends later have been the most significant. Also, during this period, the Marina has become a more important part of the NTE in the town.

There is general agreement from stakeholders and licensees that later opening has had a negative impact on the town and on local services.

There is, therefore, a view from a majority of stakeholders and from some licensees that licensed premises should move their closing times back to 3.00am – 3.30am. The way the Licensing Act (2003) operates makes it difficult for the licensing authority and local agencies to easily alter the functioning of the NTE. While there are a number of different powers that agencies have to tackle premises which do not abide by their license conditions, they can only be used premises by premises. However, use of these by the newly reformed Town Centre Violence Reduction Group could help to ensure licensees are complying with all of their license conditions, which could help reduce the impact of the NTE on services. A voluntary agreement on opening hours, which asks all premises to close one hour earlier, could also help to support moves to lessen the impact of the NTE on the town.

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1. Introduction

Introduction

In 2005, Evidence Led Solutions undertook a baseline study for the Safer Hartlepool Partnership that examined the nature of the night time economy in Hartlepool prior to the implementation of the Licensing Act (2003). This study, which involved fieldwork between January 2005 and August 2005, examined a range of aspects of the night time economy, including the profile of people on the street on Friday, Saturday and Sunday nights, the profile of incidents observed, a survey of local residents, interviews with licensees and an analysis of crime and disorder associated with the town centre night time economy.

On the basis of this research, a number of recommendations were put forward, some of which have now been acted upon.

A follow up study of the night time economy in Hartlepool was commissioned by the Partnership in July 2009 and finalised in October. This had the following aims:

- Identify if any change has taken place in usage of the Town Centre's Night Time Economy
- Asses the behavioural characteristics of those people enjoying the Town Centre nightlife, including numbers and profile
- Undertake a contrast analysis of the change in licensing hours
- Asses the impact upon services provided by local services
- Explore possible correlations between drink promotions and access to services

Fieldwork for this follow-up study was undertaken between November and December 2009.

Methodology

A range of different methodologies were employed to meet the study's aims. These included the following:

- **Survey of night time economy customers** – A street survey of customers to the night time economy area in Hartlepool was undertaken during the first three weekends of November 2009. This explored where customers travel from, why they come to Hartlepool, how often they come to Hartlepool and how safe they feel there. During the first two weekends the survey focused on the Victoria Road and Church Street areas of the town centre and received responses from 325 people. During the third weekend the survey was undertaken around Navigation Point on the Marina⁴ and received responses from 347 people. The survey was conducted on Friday and Saturday nights between 9pm and midnight⁵. The survey was undertaken by two teams of two fieldworkers. The survey schedules used can be found at Annex A⁶.
- **Observation of the night time economy** – During the final weekend in November 2009, observations were made of the use and impact of the night time economy in the town centre. This took place between 10pm and 4.30am on Friday and Saturday night. As before it involved a team of four researchers, working in two teams of two to cover the Victoria Road and Church Street areas of the town centre. The teams walked their area once every half an hour and recorded the number of people on the street and also recorded a number of problems observed. The observation schedule used can be found at Annex A.
- **Engagement with young people** – During the last Saturday in November, one fieldworker accompanied staff from Safe in Tees Valley during their outreach and engagement work with young people in Hartlepool. The fieldworker spent an hour speaking with staff and young people about attitudes towards and expectations around alcohol in order to assess future usage of the town centre's night time economy.
- **Interviews with stakeholders** - Face-to-face interviews were undertaken with 16 stakeholders. A list of interviewees can be found at Annex B⁷. These interviews explored

⁴ The purpose of conducting the survey on the Marina was to discover how this area links in with the rest of the town centre as it has become a new area of the night time economy since the baseline survey, therefore a slightly different survey questionnaire was used.

⁵ These times were selected so as to find customers sober enough to take part. Due to adverse weather only one night of surveying could be conducted during each of the first two weekends. During the first weekend interviews were conducted on a Friday night, and on a Saturday on the second weekend.

⁶ Annexes are contained within a separate document

⁷ Annexes are contained within a separate document

stakeholder views on changes to the town centre since the baseline study and the impact that these changes have had on the services provided.

- **Interviews with Licensees** – Face-to-face interviews were undertaken with six licensees, as well as with the chair of the Hartlepool Licensees Association. Three of the licenses were from premises in Church Street and one from premises in Victoria Road. A list of licensees interviewed can be found at Annex C⁸. These interviews explored licensee's views on changes in the drinking patterns of customers and changes taken by them since the introduction of the Licensing Act (2003). Available drink promotions were also explored.
- **Analysis of agency data** – Data provided by local agencies covering crime and incidents, arson incidents and presentations to hospitals were analysed to explore the impact of the changes in the town centre on particular types of crime and anti-social behaviour.

Format of the report

The format of the rest of the report is as follows:

- **Section 2** outlines Hartlepool's night time economy as it currently operates and considers how this has changed since the last report in 2005
- **Section 3** assesses the impact of the night time economy on local services
- **Section 4** explores future changes for the night time economy; and
- **Section 5** presents conclusions from the work.

⁸ Annexes are contained within a separate document

2. Hartlepool's Night Time Economy

Introduction

This section presents findings on how the Night Time Economy (NTE) in Hartlepool town centre has changed in the last five years and also examines views on how it is used currently.

Licensed premises

Since the baseline research was conducted in 2005 the number, type and opening hours of licensed premises in the town centre has changed significantly.

Victoria Road

When considering the number of premises, in 2005 there were seven licensed premises on Victoria Road. Five of these are still open (The Corner House, Yates, Bar Paris, Loons and Cactus Jacks⁹). Two premises, the Wesley Nightclub and The Emporium have closed. However, there are two further premises open on Victoria Road now which were not operating in 2005, the Pearl Bar in the Grand Hotel and The Showroom.

In 2005, there were seven further licensed premises open in the streets around Victoria Road. Currently there are four (Time and Tide on Avenue Road, King Johns Tavern on South Road and the Carlton Club and Changes on York Road¹⁰ which were all open in 2005). Most significantly the nightclub, Bogart's and 42nd Street has closed since 2005.

There are nine takeaways or restaurants on York Road close to the junction with Victoria Road, all but two were open as takeaways or restaurants in 2005, although in some cases trading under a different name.

Church Street

In 2005 Church Street was much more densely populated with bars than Victoria Road and this is still the case. In 2005 there were 11 bars or clubs on Church Street and there are still 11 open today, although some have closed and new places have opened and some have changed the

⁹ Cactus Jacks has been closed for a period, but is due to re-open shortly.

¹⁰ Changes was trading as The Spot in 2005. There is also the Silver Star and York Hotel Windmill Restaurant open on York Road, although further out of the town centre area.

name under which they operate. For example, The Royal has closed, as has The Lighthouse (although this is due to reopen in 2010, increasing the number of premises on Church Street to 12). As in 2005, the vast majority of these premises are located between Whitby Street and Lynn Street.

In 2005, there were a further 12 bars and clubs on the surrounding streets of Tower Street, Whitby Street, Scarborough Street and Church Square. In 2009, there are nine, with the most notable changes occurring on Whitby Street, where the Chicago Rock Café, Coast and Olivers have closed and Little Black Book, the town's only strip-club has opened since 2005.

There are 13 restaurants or takeaways in the area around Church Street, the same number as in 2005, although, as before, there have been some changes to the names under which places trade.

Overall then, the area has seen a net reduction of six licensed premises (a fall of 16%), with the number falling from 37 in 2005, to 31 in 2009. Over the same period, the number of eating establishments has increased by two, from 20 to 22 (an increase of 10%).

Opening Hours

The main change in the number of premises has been around the Victoria Road area of the town centre, which has seen two nightclubs (42nd Street and The Wesley) close. There has also been a change in the number of premises open in the streets off Church Street, especially Whitby Street. An examination of the opening hours of premises helps to explain the closure of the night clubs at the top end of town.

In 2005, bars and clubs around Victoria Road mainly closed at midnight (although Cactus Jacks closed at 11pm) and the two night clubs opened until 2am. On Church Street, four clubs (Shades, Lexus, Midnights and The Lighthouse) opened until 2am. In 2009, the picture is very different. Six of the bars in the Victoria Road area have licenses which allow them to stay open until 4.30am seven days a week¹¹, two have licenses until 2.30am (The Corner House and Yates) and the remaining establishment is licensed until 1.30am on Friday and Saturday nights and 12.30 the rest of the week.

¹¹ These are: The Showroom, Cactus Jacks, Loons, Bar Paris, The Pearl Bar and Time and Tide.

In the Church Street area, five premises are licensed to stay open until 4.30am¹², six are licensed to open until 3.00am or 3.30am¹³, two are licensed until 2.30am on weekends (The Princess Helena on Whitby Street and the Jackson Arms on Tower Street), two have licenses until 1.30am over the weekend (The Clarendon and The Vault) and the rest close between midnight and 1.00am. Similarly seven of the takeaways or restaurants on Church Street are licensed to open between 3.00am and 4.30am, two are licensed until 2.30am with the remaining premises opening until midnight.

This clearly shows the impact of the changes made to licensing legislation by the Licensing Act 2003. Many more bars are now opening later in both the Victoria Road and Church Street areas of the town. In turn this has affected the few night club type premises which used to open later, because a large proportion of the bars now stay open later there is less reason for people to leave these premises before the end of the night.

Interviews with licensees have shown that these later opening hours are generally not used throughout the week. Indeed, some licensed premises only open on four nights a week between Thursday and Sunday, due to a lack of demand during the rest of the week. For example, the Hillcarter, which operates three late licensed venues on Church Street, only open these on Friday and Saturday nights. The licensee of one independent bar on Church Street noted that, when he first opened three years ago, he had intended to open every day of the week and during the day to serve food, but had found there was no market for it. He now only opens from Thursday to Sunday. Furthermore, it was noted during the fieldwork undertaken in the town centre during November that, in general, the bars on Victoria Road tended to close by 2.00am, with The Showroom often the last premises open, closing at 2.00am.

It is interesting to note that interviews undertaken with licensees prior to the introduction of the Licensing Act in 2005 as part of the previous research, showed that, while the majority intended to apply to open later, most stated they only intended to apply to open for an hour more than their current closing times. In the main, those venues that intended to stay open more than two hours later were part of national, or regional chains and so decisions on opening hours were not being taken locally. However, this is clearly not what happened once the licensing changes came into force, with many more premises opening until 4.00am or 4.30am. Many stakeholders and licensees interviewed noted that, because a number of bars and clubs chose to open later when the Act came into force, it caused something of an 'arms race' among all establishments to move

¹² These are: The Loft, Dingos, Shades, Kals and the Hillcarter bars, all on Church Street itself. In the case of all of these premises (apart from Dingos) the license allows for late opening seven days a week.

¹³ These are: The Ward Jackson/Lloyds, Rockies, Busbys, Little Black Book Scarlets and Idols. The first four have earlier closing times during the week.

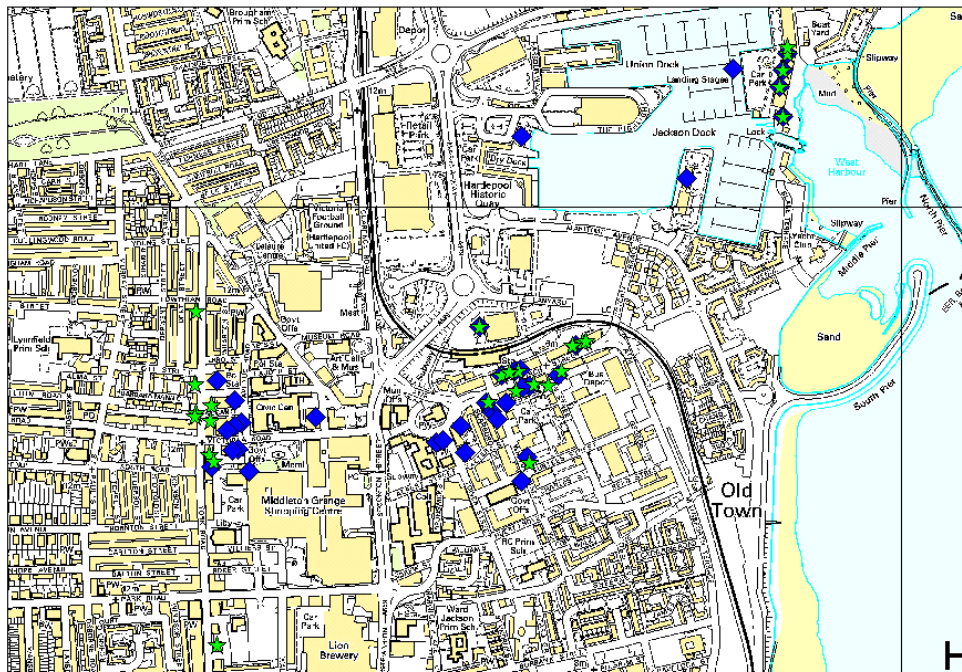
their closing times back later, so as not to miss out on customers. This was compounded by the close proximity of premises to one another, meaning that they are competing for the same customers.

Hartlepool Marina

One of the key changes to have occurred since the 2005 study is the growth of Hartlepool Marina and, in particular, the Navigation Point area. This strip now contains many more bars than it did in 2005. When it first opened, it was dominated by restaurants, with only a couple of bars. Now, there are seven bars and twelve restaurants on this one strip. However, as a mixed use development, with residential dwellings built on the same site, almost all the licenses stipulate closing times of between 11.00pm and midnight. This means it is used by some as a place to start a night out before heading into the town centre, but also attracts a somewhat different to the rest of the town who tend to be older. The ways in which the Marina fits into the town's NTE is examined in the next section, but its growth shows how the town's NTE has changed. Indeed, licensees have reported that other venues, such as the White House or the Tall Ships, outside of the immediate town centre have also become starting points for a night out, again suggesting the NTE has diversified since 2005.

Figure 2.1 shows a map of the licensed premises, bars, clubs, restaurants and takeaways, in the main NTE areas in Hartlepool across the town centre and Marina.

Figure 2.1: Map of Licensed Premises in Hartlepool's NTE



Key:
★ Restaurants/ Takeaways
◆ Bars/Clubs

Other Changes

Interviewees also noted other changes that have impacted upon the town centre over the last five years. These include the smoking ban covering public places, which came into force on 1st July 2007. This was reported to have had a mixed effect on the town and its NTE. Some reported that it had discouraged older people from coming out into town to drink. For example, taxi providers had noticed a drop in trade from older men, who used to go into town to visit a pub or club, but now chose to stay at home. Licensees who do not have designated smoking areas within the premises commented that, on the one hand, it can encourage the turnover of people in premises, which do not allow people to drink outside, but that it can also create difficulties for door staff policing people trying to drink on the pavement and people wanting to come back into the premises. Other stakeholders have also commented that it has led to more people on the street at night, which can create difficulties for cars. This, in part, led to the trial of pedestrianising Church Street during October and November 2009 (this is discussed further in Section 3).

The other main change to have affected Hartlepool as a whole, as well as the NTE, is the economic downturn. There has been a general feeling reported by interviewees, that the town's shops have been affected, and that the NTE is quieter, especially on a Friday night. This is examined further in the next section.

The baseline research undertaken in 2005 made a series of practical recommendations for how the town centre could be improved. These included cutting back trees and removing the brick planters on Church Street and preventing glasses and bottles leaving premises. All of these recommendations were acted upon and have, it has been reported, improved the environment on Church Street in particular. For example, representatives from neighbourhood services have commented that services now find it easier to move up and down Church Street during the NTE as the planters in particular used to attract gatherings of people, which used to crowd the entrance ways of licensed premises. They also used to act as proxy bins and urinals.

Uses of Town Centre

Drinking Circuit

The 2005 study identified a very clearly defined drinking circuit in the town centre. This was summarised as follows:

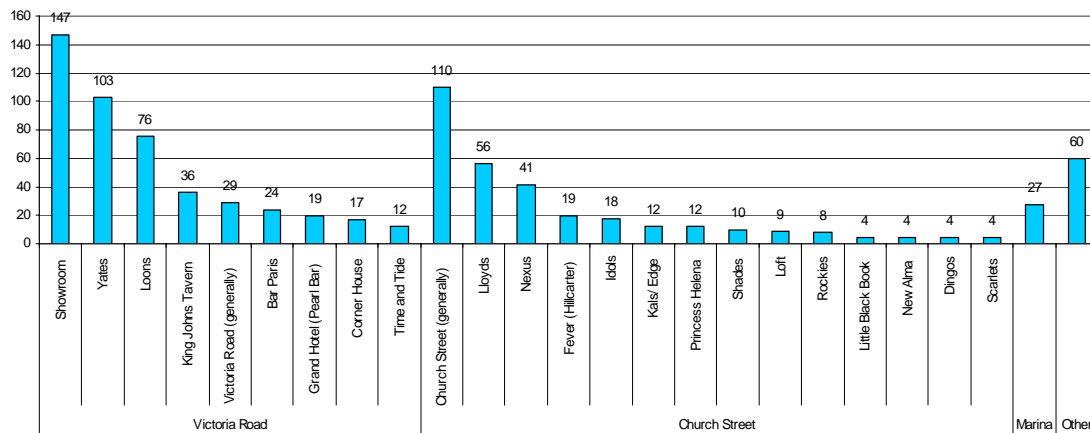
‘Starting the evening around the bars in Victoria Road, before moving on to clubs in Victoria Road and Church Street. At the end of the evening many people migrate from Church Street, back to the Victoria Road area, frequenting the nearby take away outlets as they go. This migration would partly appear to be due to a decision to walk home or to seek a taxi elsewhere in the absence of taxis around Church Street.’

Interviews undertaken with local stakeholders and licensees suggest that this circuit is still in place. Indeed, the interviews undertaken with those using the town centre's NTE also suggest there is still a great deal of cross over between Victoria Road and Church Street. Of the 325 people interviewed in the town centre, two thirds, 66% stated they intended to visit bars or clubs on both Victoria Road and Church Street that night, 28% reported only intending to visit bars on Victoria Road and only 6% intended to visit only bars on Church Street¹⁴.

Respondents to the survey in the town centre were asked which bars and clubs they intended visiting that night. Figure 2.2 shows the results of this question.

¹⁴ It should be noted that only 17 interviews were undertaken on Church Street, which may explain this finding. This was due to Church Street being relatively quiet during the hours of the survey.

Figure 2.2: Bars/Clubs survey respondents intended to visit



It shows that on Victoria Road, the Showroom, Yates and Loons were by far the most popular destinations. On Church Street, the most common response was that people were just visiting the street in general, rather than naming a specific venue. Among respondents who did name specific venues, Lloyds and Nexus were the most popular venues. A quarter of respondents (60 individuals) named other venues which were either outside of the town centre, or named by only a very small number of respondents. It is interesting to note that 12% of respondents (27 individuals) stated that they intended to visit venues on the Marina during the evening. This suggests that the two locations are not separate, and attract some of the same customers.

Indeed, the survey conducted with customers at Navigation Point on the Marina also demonstrated the cross over between the two locations. Respondents to the survey at Navigation Point were asked how often they visited bars or clubs in the town centre, 52% (179 individuals) stated they visited at least a few times a year, with 22% (76 individuals) stating they visited once a week or more, 15% (51 individuals) stating they visited once or twice a month, a further 15% (52 individuals) stating they visited once every couple months or a few times a year and 19% (67 individuals) stating they visited less frequently. Of the 29% (100 individuals) who stated they never visited the town centre, 46% (46 individuals) were from outside Hartlepool. There is also an age dimension to this. Of the 76 respondents who stated they visited town every week or more often, 53% (40 individuals) were age 18-30. Of the 167 individuals who stated they visited never or only a few times a year, 42% (70 individuals) were aged 31-45 and a further 25% (41 individuals) were aged 46-60. This suggests those visiting the Marina, and tending not to visit the town centre are older.

There is some suggestion that some NTE customers chose to start their evening on the Marina and move on to the town centre once it shuts. Indeed, when respondents at Navigation Point

were asked why they came to the Marina for a night out, 4% (12 individuals) stated that they started their night there.

There is a general view that the operation of the drinking circuit and the hours the town centre is busy has shifted back later into the evening. There is a general feeling across the town that later opening hours have not resulted in people staying out in the town centre for longer, but staying out for the same amount of time, but starting the night later and staying out until the bars shut.

Later Operation of NTE

There was a general view that in 2005 people would begin their night in town (at the Victoria Road end) from 7.00 or 8.00pm, and begin to head home between 1.00am and 2.00am¹⁵ with most people away from the town centre by 2.30am. This was mirrored in the findings from the 2005 research undertaken and makes sense given the closing times of premises at that time. Now, there is a view that people begin their night in the town from 10.00pm or 11.00pm and start to head home between 3.00am and 4.00am, with the town centre cleared between 5.00am and 5.30am.

There is some support for this view from the street surveys conducted with users of the NTE undertaken as part of this research. Respondents interviewed in the town centre area (as opposed to the Marina) were asked, to the nearest hour, what time they came into town. When all respondents are considered, there was a fairly even spread with 28% of respondents reporting that they had come into town before 8.00pm, 21% stating they had come in between 8.00pm and 9.00pm, 25% coming in between 9.00pm and 10.00pm and 23% reporting having come in between 10.00pm and 11.00pm. Just 3% reported coming into town after 11.00pm. It should, however, be noted that these results are largely a function of the fieldwork stopping at midnight, therefore missing those coming into town later in the evening.

When considering the responses only from those respondents aged between 18 and 30, who made up 66% of those interviewed, a slightly different pattern is seen. A similar proportion (29%) reported coming into town before 8pm, a slightly smaller proportion (17%) reported coming in between 8.00pm and 9.00pm, 22% came in between 9.00 and 10.00pm, with a slightly larger proportion (27%) reporting coming in between 10.00pm and 11.00pm. Again, just 4% reported coming after 11.00pm.

¹⁵ The latest licensed premises could open under the previous legislation

This analysis suggests that while around half of respondents to the survey are coming into town between 9.00pm and 11.00pm, over a quarter are still coming in before 8.00pm and that there is a fairly even spread in the times when people are arriving in the town centre.

Observations of the town centre undertaken during the hours of the NTE in both 2005 and 2009 allow us to assess changes in the movements of people. Figures 2.3 to 2.6 examine changes in the numbers of people on Victoria Road and Church Street on Friday and Saturday nights between 2005 and 2009.

It is important to note that there are key methodological differences between the two studies. The 2005 study was based on two Friday nights and four Saturday nights over the course of an eight month period (January to August). The 2009 study was based on one weekend in November. This means the comparison is not on a strictly like-for-like basis and should therefore be treated with a degree of caution. The second difference between the studies is the timing of the fieldwork. In 2005, the fieldwork took place between 8.00pm and 2.30am. In 2009, it was conducted between 10.00pm and 4.30am. This difference was prompted by the understanding that venues now open later, as described above.

Figure 2.3: Number of males and females on Victoria Road on Friday nights comparing 2005 with 2009

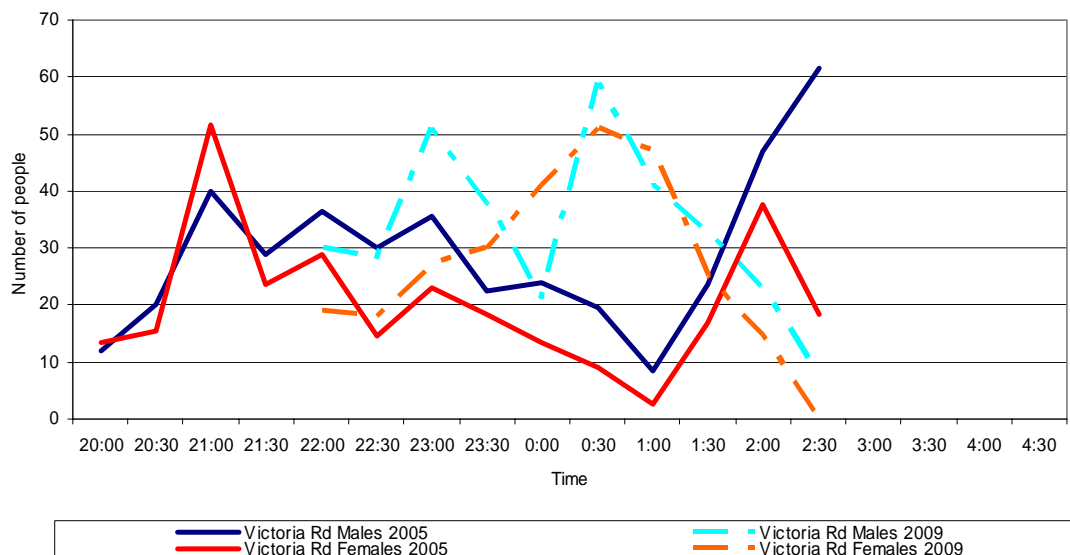


Figure 2.4: Number of males and females on Church Street on Friday nights comparing 2005 with 2009

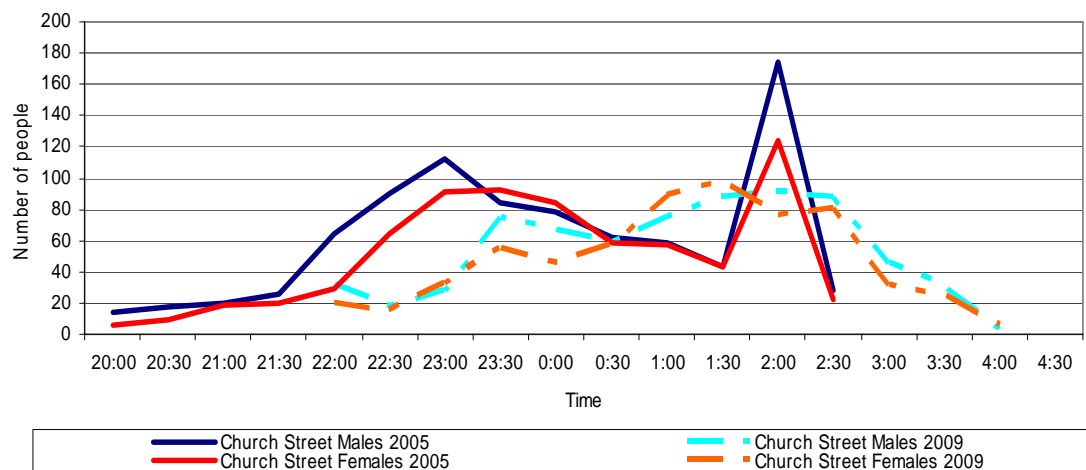


Figure 2.5: Number of males and females on Victoria Road on Saturday nights comparing 2005 with 2009

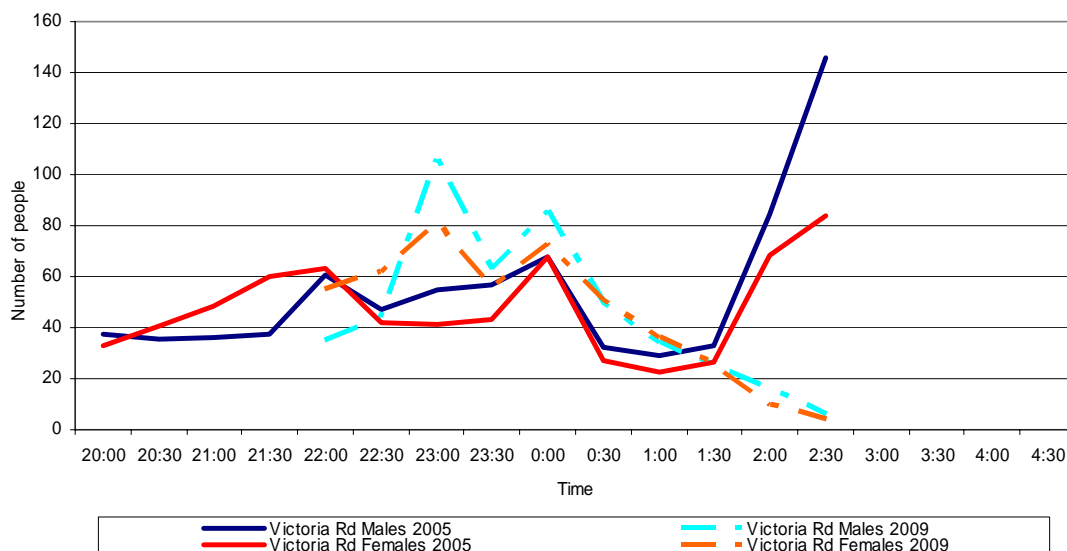
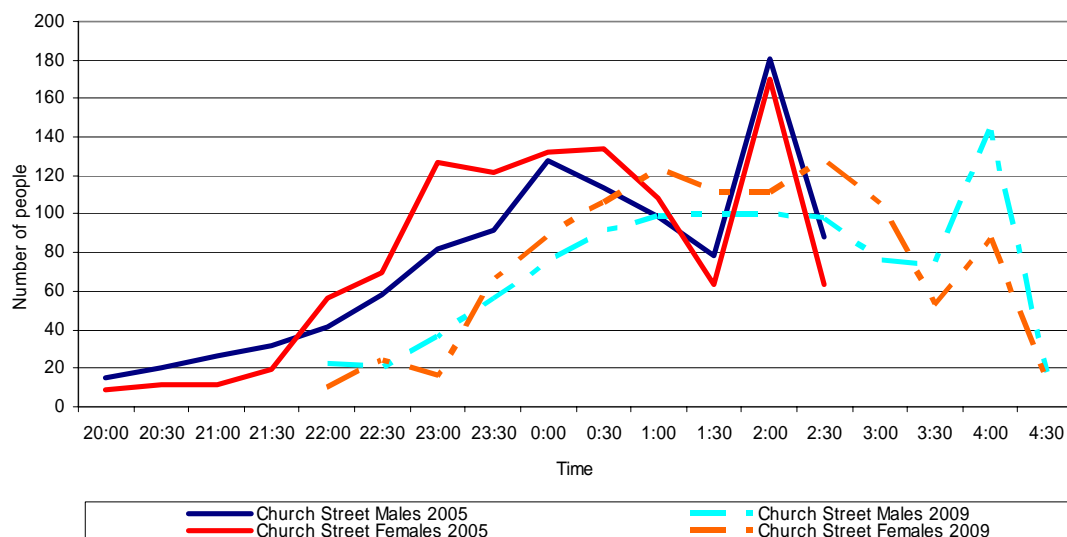


Figure 2.6: Number of males and females on Church Street on Saturday nights comparing 2005 with 2009



Where Friday nights are concerned, there have been a number of important changes since 2005. On Victoria Street, there is evidence to suggest that people are coming out later. There are now more people on the streets between 11.30pm and 1.00am than there were five years ago. However, after 1.00am there would appear to be fewer on the streets now than in 2005. This is likely to be due to a combination of 42nd Street and Wesley's having closed (which mean there is now no spike in numbers when the clubs close in this part of town) and the fact that Victoria Road is a staging post for later night entertainment on Church Street.

On Church Street on the Friday night examined, there were fewer people on the street than five years ago and there was no spike in numbers when the clubs closed. Instead the numbers gradually declined from 2.30am, with most people dispersed by 4.00am.

Saturday night showed a quite different pattern, however. On Victoria Road, numbers peaked at 11.00pm, with a gradual decline after that time. There was no spike in numbers in the early hours of the morning as there was five years ago.

On Church Street, the Saturday night profile in 2009 mirrored that seen in 2005. However, the timeframe has shifted two hours later. Number of people on the streets grows steadily until 1.00am (compared to 11.00pm five years ago. Furthermore, there is still a spike in numbers, but now it occurs at 4.00am, rather than 2.00am. Interestingly, the spike at 4.00am consists more of men than it does of women now. Indeed, prior to 3.00am, there are more women on the streets for most of the evening. After this time, the pattern reverses, with more men on the streets. Presumably women are more likely to leave Church Street earlier than men.

Drinking Outside of the NTE

There is a view that the later opening of premises has been compounded by the growth in availability of cheaper alcohol from supermarkets in the last few years. There is a very strong feeling from stakeholders and licensees especially, that the availability of low price alcohol from supermarkets has had a profound effect upon their business.

There is a generally held view that NTE customers are choosing to start their night later (as confirmed by the charts above) and starting their evening by drinking at home. This, in turn, means that customers are likely to drink less once they come into town, or may not drink at all. Rather than coming into town to drink, customers are coming into town to meet people, dance and party. Interviewees stated that some customers will not drink at all once they come into town because they arrive drunk and, in some cases, people will not even enter any licensed premises,

but will spend an evening on the streets of the town centre. This is thought to have been compounded by the recession, which has meant people are more likely to find cheaper ways to enjoy a night out.

Respondents interviewed in the town centre were also asked if they had drunk at all before arriving in town, with 60% (195 respondents¹⁶) reporting that they had consumed at least one drink before arriving in town¹⁷. As might be expected, when considering respondents answers to this question against the time they arrived in town, the later people arrived in town, the more likely they were to report having had a drink beforehand. Of those who arrived in town before 8.00pm, the majority (55%) reported not having had a drink before arriving. However, among those arriving after 8.00pm a majority reported having had a drink before hand - 55% of those arriving between 8.00pm and 9.00pm, 65% of those arriving between 9.00pm and 10.00pm and 80% of those arriving between 10.00pm and 11.00pm¹⁸.

The survey therefore shows some support for the notion that people are choosing to drink outside the town centre before arriving, and that the later they come into town, the more likely they are to have drunk before arriving.

¹⁶ N= 324, 1 missing response

¹⁷ It should be noted that this does not necessarily mean they had drunk at home. Some reported drinking in a local pub outside of the town centre

¹⁸ N=323, 2 missing responses. Due to small numbers, the results for those arriving after 11.00pm are not displayed.

Users of the NTE

The surveys undertaken with customers of the NTE in the town centre and on Navigation Point collected details of the demographics of the respondents and information on where they had come from, how often they come out in Hartlepool and why they come to Hartlepool. Analysis of this information shows that the vast majority of NTE customers interviewed were local to Hartlepool. Indeed, 78% of those interviewed in the town centre (252 individuals¹⁹) and 65% of those interviewed at Navigation Point (225 individuals) were from Hartlepool. In addition, 17% of those interviewed in the town centre (54 individuals) and 28% of those interviewed at Navigation Point (97 individuals) were from the surrounding area²⁰. Just 6% of those interviewed in the town centre (18 individuals) and 7% of those interviewed at Navigation Point (25 individuals) reported coming from further a field²¹.

This suggests that, overwhelmingly, the NTE in Hartlepool is catering for customers from Hartlepool itself or the surrounding area, with Navigation Point attracting a slightly greater proportion of people from the surrounding area. Representatives of local agencies and licensed premises commented that the much later opening hours in Hartlepool are out of character from the rest of Cleveland, with other towns not having that many bars with very late licenses. It would appear, however, that this is not attracting visitors from out of town to Hartlepool to make use of the later opening NTE.

The local nature of the customers of Hartlepool's NTE would also explain the frequency with which they visit it. Respondents to the survey were asked how often they go out in Hartlepool. The results from those interviewed in the town centre and at Navigation Point are shown in Table 2.1 below. It shows that 78% of respondents from the town centre and 67% of respondents from Navigation Point visit Hartlepool on a night out twice a month or more frequently.

¹⁹ N=324, 1 missing case

²⁰ Including areas such as: Billingham, Greatham, Guisborough, Middlesbrough, Seaton Carew, Peterlee, Redcar, Stockton, Darlington, Castle Eden, Norton, Stokesley, Thornaby, Trimdon, Thirsk and Wingate.

²¹ Including: Seaham, Durham, Retford, Bradford, Buckinghamshire, Lincolnshire, Carlisle, Newcastle, Northampton, Whitby, Wakefield, Sunderland, Leeds, Kent South End, Scotland, France and Ireland.

Table 2.1: Frequency with which people visit the town centre and Navigation Point

	Town Centre		Navigation Point	
	Number	Percentage	Number	Percentage
More than once a week	38	12%	27	8%
Every week	122	38%	92	27%
Once or twice a month	92	28%	111	32%
Once every couple of months	20	6%	29	8%
A few times a year	20	6%	38	11%
Less than a few times a year	32	10%	49	14%
Total	324²²	100%	346²³	100%

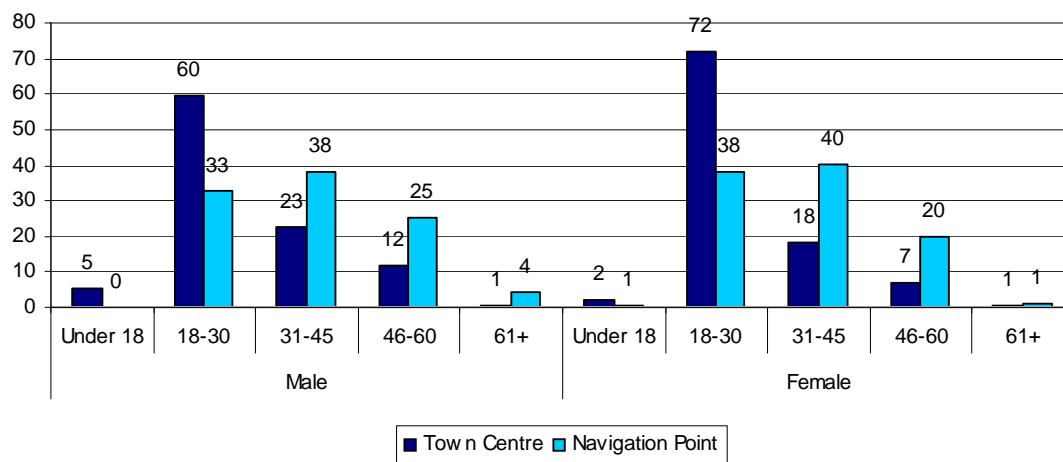
Analysis of the age and sex characteristics of respondents to the survey in the town centre and at Navigation Point reveals that the town centre attracts a younger crowd. While 60% of the males and 72% of the females interviewed in the town centre were aged between 18 and 30, the proportions at Navigation Point were 33% and 38%, with a further 38% of males and 40% of females interviewed here aged between 31 and 45. This breakdown is shown in Figure 2.7 below²⁴. This difference in age groups was noted by customers at Navigation Point. When asked why they chose to come to Navigation Point rather than go to the town centre, 7% (24 individuals) commented that there was an older age group at Navigation Point, and when asked why they did not visit the town centre more often, 16% (56 individuals) of respondents stated that the age group in town was too young.

²² 1 missing case

²³ 1 missing case

²⁴ 7 missing cases

Figure 2.7: Percentage breakdown of age and sex of survey respondents, Town Centre and Navigation Point



3. Impact of the Night Time Economy

Introduction

This section considers how the changes that have taken place within Hartlepool's NTE have impacted upon how the town is perceived locally and also upon local agencies providing services within the town.

Perceptions of the NTE

The view from the majority of stakeholders and licensees interviewed was that the changes that have taken place in the NTE in Hartlepool have not been good for the town. Rather than introducing staggered opening times, as had been intended by the introduction of the legislation, the hours of the NTE had been pushed back later, so that the same problems created by lots of people leaving premises at the same time were still occurring. There was also a feeling that because of the later start of the NTE and the impact of the economic down turn, the town centre NTE area and Church Street in particular now looks closed down during the day, and indeed some places are only opening for a few nights a week. This creates the general impression that the town centre is run down and closed up. Indeed there are two premises currently closed at the bottom end of Church Street.

A similar impression was gained from the street surveys conducted in both the town centre area and on Navigation Point. Respondents interviewed in the town centre were asked why they chose to come to Hartlepool on a night out. Table 3.1 shows their responses. It shows that bar far the most common reason given was that Hartlepool town centre was local to them, a further 16% stated that it was cheap to get to and from the town centre in a taxi, which again suggests that Hartlepool was the closest place to where they lived. Only 26% stated that they came to Hartlepool because it provided a good night out and indeed, the same proportion, 26% made negative comments about Hartlepool in response to this question, stating for example they would like to go out somewhere else but could not afford to.

Table 3.1: Why town centre respondents to street survey come to Hartlepool

Reason	Number	Percentage ²⁵
Close to home / Live here	227	70%
It's a good night	83	26%
Cheap night out / Cheap to get here	52	16%
Boy/Girl/Friends live here / Know people here	51	16%
No reason	20	6%
For a change / Better than anywhere else	14	4%
Bars close together	12	4%
Came for specific event/work	6	2%

As part of this question, respondents were also asked if they felt the town centre was a safe place to go out. Two thirds of respondents (192 individuals²⁶) stated that it was a safe place to go out. A further 12% (34 individual) stated they felt safe in some places (often on Victoria Road and not on Church Street) and the remaining 22% (62 individuals) stated they did not feel safe in Hartlepool.

Respondents to the survey on Navigation Point were asked they did not come out to the town centre²⁷. Table 3.2 shows the results from this question. It shows the most common response, given by 27% of respondents, was that Navigation Point contained better bars, was a nicer environment, attracting nicer people, 16% of respondents stated town centre attracted younger people and so they chose not to go there, the same percentage also stated they felt the town centre attracted trouble or was dangerous.

Table 3.2: Why Navigation Point respondents don't go to the town centre

Reason	Number	Percentage
Better bars and drinks here / Better people / Nicer place	92	27%
Younger crowd in town centre	56	16%
Trouble / Dangerous in town centre	54	16%
Don't know it / From out of town	27	8%
Other reason / Don't go out much	15	4%

²⁵ N=325, total number interviewed. Respondents could give more than one answer.

²⁶ N = 288

²⁷ This question was designed to be asked to those respondents who stated they went out in the town centre 'a few times a year' or less often, however, in practice, other respondents responded to this question, therefore n=347, total number interviewed.

Respondents to the survey on Navigation Point were asked why they chose to go out there rather than anywhere else in Hartlepool. Table 3.3 shows the responses received, which create a similar to those given for the previous question. It shows the most common response given, by 41% of respondents, was that people felt there was a nice atmosphere on Navigation Point, by which people meant it felt safe, there was no trouble there and that it felt cosmopolitan. A further 37% of respondents stated they chose Navigation Point because the bars and restaurants were nice and nicer than elsewhere, with some people noting that the views were good, and 14% felt that the Marina attracted a better clientele.

As before, some respondents noted that the age group on Navigation Point tends to be older and 7% of respondents gave this as a reason for coming out there, and interestingly 4% of respondents stated they chose the Marina because the town centre was too quiet.

Table 3.3: Why Navigation Point respondent chose to go out on the Marina

Reason	Number	Percentage ²⁸
Nice atmosphere	143	41%
Nicer bars and restaurants	129	37%
Specific reason ²⁹	54	16%
I live here / Friends here	48	14%
Better clientele	47	14%
For a change	25	7%
Older age group here / I'm too old for town	24	7%
Town is too quiet	15	4%
Bars are close together and undercover	14	4%

²⁸ N=347, total number of respondents

²⁹ The Friday of the weekend these interviews were conducted was Children in Need day and an event was held at the Historic Dockyard in aid of this.

Impact on local services

The changes that have taken place in Hartlepool's NTE since 2005 have not only affected how the town is perceived, but has also impacted upon agencies providing services there. These impacts are discussed below, considering each service in turn.

Police Service

Interviews undertaken with representatives of the local police service and other stakeholders reveal a view that the service is as busy during the hours of the NTE as it was prior to the changes in licensing legislation, however this peak in demand now lasts later into the night, due to the later opening of premises. Analysis of offence data was undertaken to investigate the ways in which offending patterns have changed over the course of the last five years. This is laid out below.

Level of offending

Analysis of police crime and incident data shows that there has been change in the level of offending in both Hartlepool and in the town centre (as defined by the police) since April 2004. Table 3.4 below shows the number of offences³⁰ in both Hartlepool and the town centre for the last five full financial years and the percentage change in the number of offences. Consideration of the percentage change figures shows that in the year when the licensing laws changed (2005/06) there was a larger increase in the number of offences in the town centre than there was in the rest of Hartlepool and that the number of offences grew again in the following year in the town centre, while they declined in the rest of the town. Since 2007/08 the number of offences in both areas has declined, but declined more quickly in the town centre. This covers the period when the smoking ban was introduced (2007/08).

³⁰ The set of offences used focuses on the offences of criminal damage, violent disorder and violence against the person. These were the offences analysed in the baseline survey and are likely to be the most commonly committed in the NTE. Those offences occurring in the town centre which were flagged as domestic and took place in a domestic setting have been excluded to avoid including domestic violence related offences which are not necessarily directly connected to the NTE (such offences only accounted for eight offences). Specifically the offences included were: all types of criminal damage (including arson), violent disorder and violence against the person offences of assault, wounding, GBH and ABH, murder and manslaughter, firearms and weapons offences, harassment, fear and alarm and death by dangerous driving. It therefore does not include child cruelty offences.

Table 3.4: Number of offences and percentage change, Hartlepool and town centre, April 2004 – March 2009

	2004/05	2005/06	2006/07	2007/08	2008/09	Total
Hartlepool³¹	3,910	4,890	4,395	3,836	3,205	20,236
% change		25.1	-10.1	-12.7	-16.4	
Hartlepool Town Centre	505	727	800	591	449	3,072
% change		44.0	10.0	-26.1	-24.0	
Total	4,415	5,617	5,195	4,427	3,654	23,308

Analysis of offence data for the year 2008/09 and so far in 2009/10³², shows that 36% of offences committed in the town centre between the hours of 8:00pm and 4:00am were flagged as occurring within a licensed premises (173 offences), and 47% of such offences in this period (224 offences), were flagged as being drink or drug related. This compares to 2% of such offences committed in the rest of Hartlepool being linked to a licensed premises (37 offences) and 16% of offences in the rest of Hartlepool in this period being drink or drug related (327 offences).

Temporal patterns in offending

Analysis of the time at which these offences are being committed supports the views of stakeholders and representatives of the police that the peak period in the NTE has moved back later into the night. Figure 3.1 below shows the hour during which offences occurred in the town centre in the years 2004/05 and 2008/09³³. It shows that the peak of these offences has moved back later into the night between 2004/05 and 2008/09. In 2004/05 offending started to increase from 23.00pm with 10% of offences occurring in this hour. The peak hour for offending was 01.00am, with 18% of offences occurring in this hour and a further 17% occurring during the following hour. After 02.00am offending fell off rapidly, down to 2% during the hour of 03.00am.

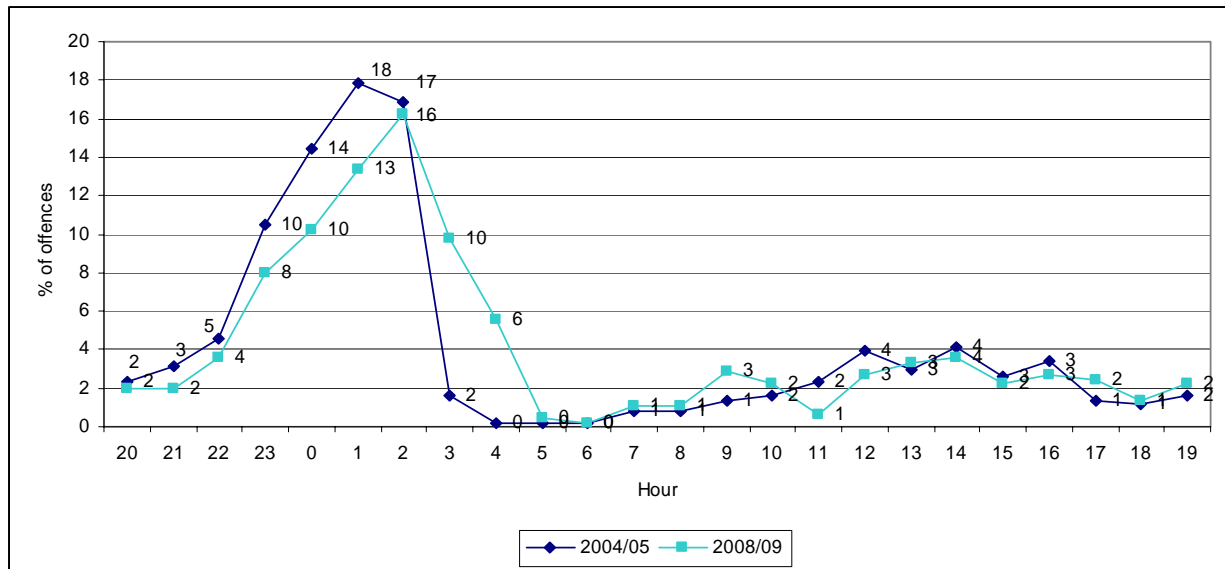
In 2008/09, offences still begin to increase during the hour of 23.00pm, but rise more slowly, with 8% of offences occurring during this hour. The peak hour for offences is 02.00am, with 16% of offences occurring in this hour. Offences do not begin to decline until 05.00am, with 6% of offences occurring during the hour of 04.00am.

³¹ Excluding the town centre

³² Up until the end of September 2009. It is not possible to undertake this analysis for the 2004/05 period, due to when these flags were introduced.

³³ 2004/05 was the last financial year before the licensing laws changed and 2008/09 is the last complete financial year. This uses the latest time the crime could have occurred.

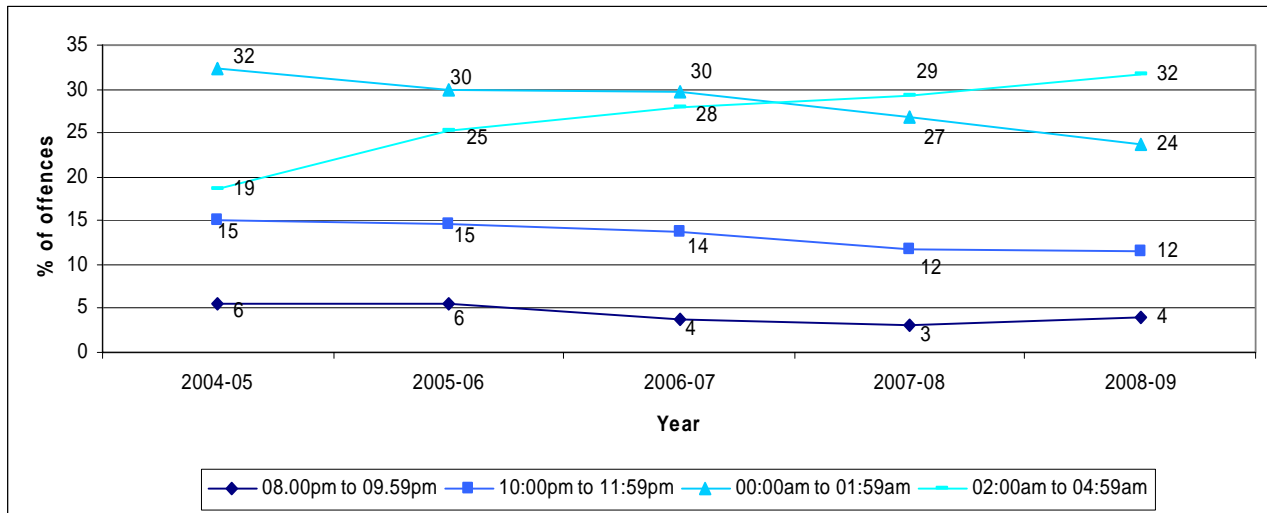
Figure 3.1: Hour in which offences were committed in the town centre, April 2004 – March 2005 and April 2008 – March 2009



This tallies with the picture painted by stakeholders and licensees, that the operation of the NTE is lasting later into the night, and shows the impact that this has in relation to offending. This can be seen more clearly when analysing offences in the town centre in blocks of time. Figure 3.2 shows the time period in which offences in the town centre have occurred in the five years between 2004/05 and 2008/09.

It shows that there has been a decrease in the proportion of offences occurring in the three earliest periods (08.00 – 09.59pm, 10.00 – 11.59pm and 00.00 – 01.59am) between 2004/05 and 2008/09. This becomes more marked the later the time period considered, from a decrease of two percentage points in the earliest time period, three percentage points in the next period and eight percentage points in the 00.00 – 01.59am period. When considering the latest period, 02.00 – 04.59am the proportion of offences has increased by 13 percentage points between 2004/05 and 2008/09, so that by 2007/08 it was in this period that the largest proportion of offences were occurring.

Figure 3.2: Time period in which offences were committed in the town centre, April 2004 – March 2009



When considering the specific offence categories of criminal damage and violence against the person over the same period a similar pattern is found. If just considering the two latest time periods, as before it shows that since 2004/05 the proportion of both types of offence occurring in the 00.00 – 01.50am period has decreased, and the proportion occurring in the 02.00 – 04.59am period has increased. In the case of criminal damage offences, the proportion of offences committed in the 02.00 – 04.59am period has risen from 9% in 2004/05, to 23% in 2008/09. Likewise, in 2004/05, 21% of violence against the person offences were committed in this period, by 2008/09 this had risen to 34%³⁴.

Another way of showing how offending in the town centre's NTE has shifted back later into the evening is by analysing how frequently offences are occurring in the later 02.00 – 04.59am time period in the course of a year. This is displayed in Figures 3.3 and 3.4 below. These show the proportion of offences occurring in this time period in each week over the course of 2004/05 and 2008/09³⁵. The trend line is set at 33%³⁶ and using this as a comparison, we can see that in 2004/05 (Figure 3.3) seven weeks had a larger proportion of offences occurring in this time period. In 2008/09 (Figure 3.4), there were 24 weeks where the proportion of offences was greater than 33%.

³⁴ Graphs showing this analysis can be found at figures D1 and D2 in Annex D. Annexes are contained within a separate document

³⁵ This excludes weeks 1 and 53 which due to the way to dates fell in both years contained less than a full seven days from the two years concerned.

³⁶ The cut off point of the first decile of results of offences occurring in this time period in 2004/05

Figure 3.3: Proportion of offences occurring in the town centre between 02.00 and 04.59am, April 2004 – March 2005

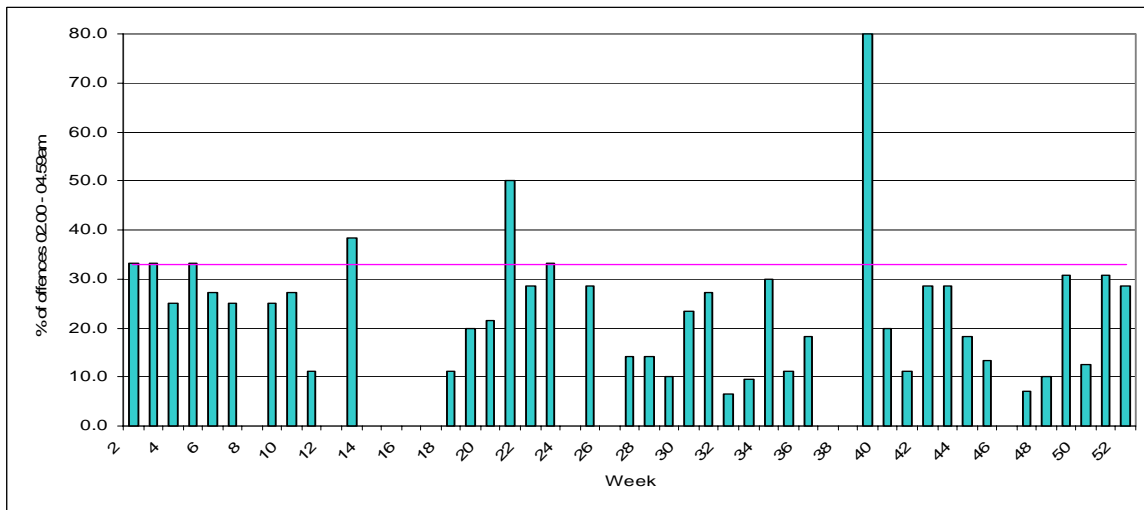
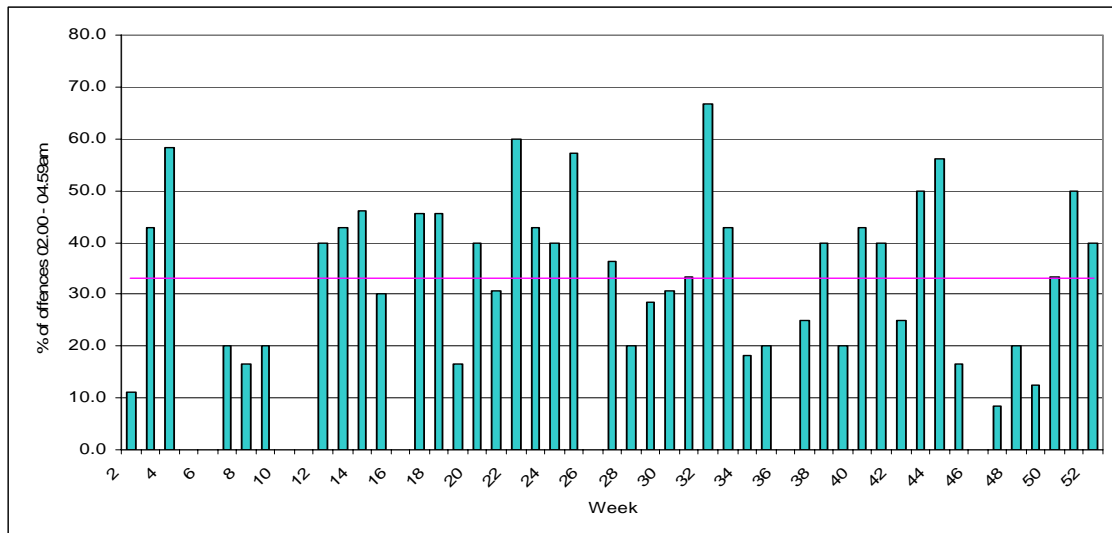


Figure 3.3: Proportion of offences occurring in the town centre between 02.00 and 04.59am, April 2008 – March 2009

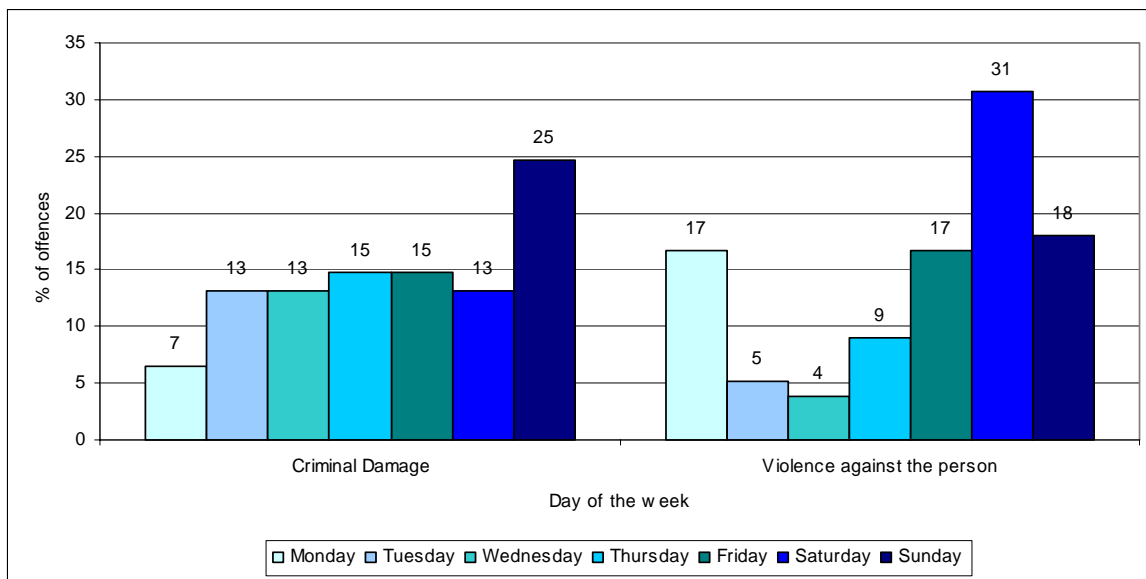


It is also interesting to consider the number of weeks where no incidents occurred in this time period in the two years. In 2004/05, there were 11 weeks in which no incidents occurred in the 02.00 – 04.59am period, by 2008/09 this had fallen to eight.

Analysis of the day of week on which these offences are being committed in the town centre shows a somewhat expected pattern. This analysis considered only the offences occurring in 2008/09 and so far in 2009/10³⁷ to provide an up to date picture. Saturday and Sunday were the days on which the largest proportion of such offences occurred. This is shown in Figure 3.4 below using data from 2008/09 and so far in 2009/10. This shows a slightly different pattern of offending for criminal damage and violence against the person.

A quarter of criminal damage offences (15 offences) occurred on a Sunday in this period with a similar, smaller proportion of such offences occurring on the other says of the week. In the case of violence against the period, almost a third of offences occurred on a Saturday, 31% (24 offences), with between 17% (13 offences) and 18% (14 offences) occurring on Fridays, Sundays and Mondays, and much smaller proportions on the remaining three days.

Figure 3.4: Day of week on which criminal damage and violence against the person offences were committed, April 2008 – September 2009



³⁷ Data was available until the end of September 2009

This might be expected given that victims of criminal damage, reporting the offence, may not know the specific day and time an offence occurred and may only discover damage committed the previous night on the following morning. Victims of violence offences however are, by default, likely to have a clearer idea of when an offence occurred.

This pattern is somewhat different from the pattern in 2004/05. In the case of offences of criminal damage, just under a quarter of offences occurred on a Friday in 2004/05 (six offences), with 20% (five offences) occurring on Saturday, 16% (four offences) occurring on a Monday and 12% (three offences) occurring on a Sunday. The pattern of violence offences in 2004/05 is also different to that in 2008/09. In 2004/05 the most common day for such offences was Friday, with 27% (43 offences) committed on this day, 26% (42 offences) occurring on Sundays and 22% (35 offences) occurring on a Saturday. A much smaller proportion of offences occur on the other days of the week³⁸.

Location of offences

Offences occurring in each hour of the NTE period (8.00pm – 5.00am) in the town centre in 2004/05 and 2008/09 were mapped to show how the movement of offences (represented by red circles) has changed in the five year period³⁹. In general they show a similar geographical pattern in offending, focused around the two key streets of the NTE, Victoria Road and Church Street, although they do show more incidents occurring around the junction of York Road and Park Road in 2004/05. They do however show a shift in the temporal pattern of offending. This is particularly evident during the hours of 1.00am, 3.00am and 4.00am, which are shown in Figures 3.5, 3.6 and 3.7 below.

³⁸ A graph representing this analysis can be found at Figure D3 at Annex D

³⁹ Maps for all hours can be found at Annex E (annexes are contained within a separate document). The maps mark the locations of offences. If more than one offence occurs in exactly the same location, only one 'dot' is shown on the map. These should therefore be used as indicators of the location of offences, rather than numbers of offences.

Figure 3.5: Map of offences occurring in the hour of 1.00am, 2004/05 and 2008/09



In 2004/05 there were 90 offences in the town centre in the hour of 01.00am, by 2008/09 this had fallen to 60. Figure 3.5 shows that in both years the offences are occurring in similar locations, but with less frequency in 2008/09. The opposite pattern is seen when considering the hours of 03.00 and 04.00am, shown in Figures 3.6 and 3.7. In 2004/05 there were a total of nine offences recorded during this two hour period (eight in the hour of 03.00am and one in the hour of 04.00am), by 2008/09 this had risen to 69 (44 in the hour of 03.00am and 25 in the hour of 04.00am). The maps show these offences are particularly located in the Church Street area.

This again tallies with the view that the most significant change affecting the town centre in the last five years has been the shifting back later into the night of the NTE.

Figure 3.6: Map of offences occurring in the hour of 3.00am, 2004/05 and 2008/09



Figure 3.7: Map of offences occurring in the hour of 4.00am, 2004/05 and 2008/09

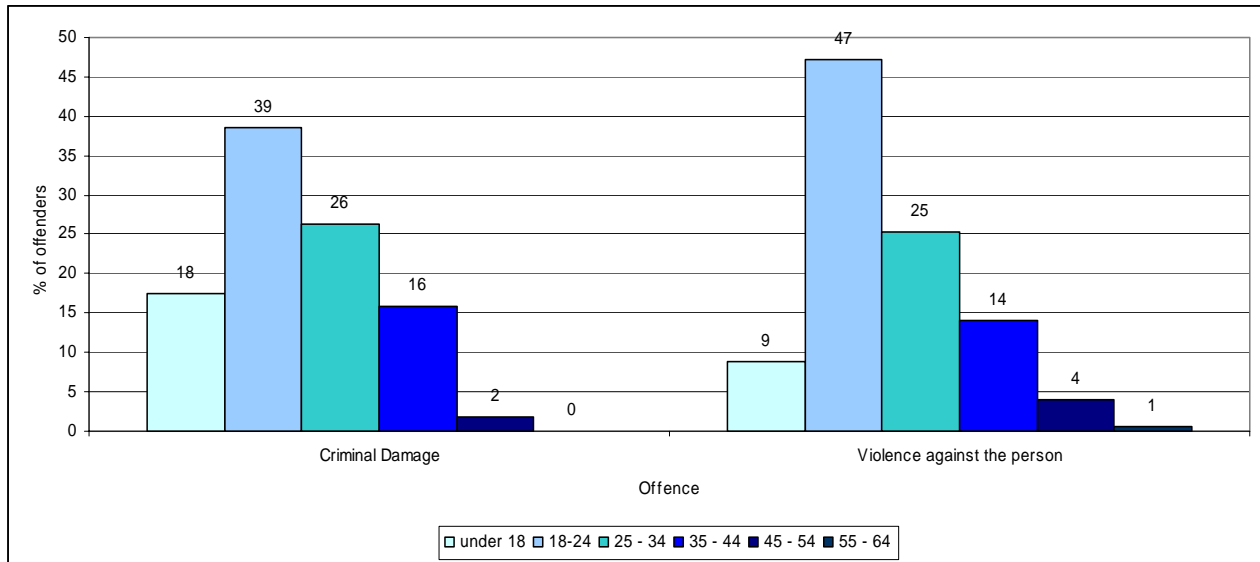


Offender and victim characteristics

Analysis of the age and sex characteristics of both offenders and victims of criminal damage and violence against the person offences in the town centre was undertaken. Offender details were provided for the period April 2008 – September 2009. This shows that the vast majority of offenders in both offence categories are male, 95% in the case of criminal damage offences (54 offenders), 78% in the case of violence offences (232 offenders)⁴⁰. Figure 3.8 displays the age groups of offenders for both offence types. It shows a similar picture for both types of offences, with the age group accounting for the largest proportion of offenders being the 18-24 year old category in both cases. Although in the case of violence offences this group accounted for a larger proportion of offenders, 47% as opposed to 39% (140 offenders compared to 22 offenders) and in the case of criminal damage there are twice as many offenders aged under 18, 18% compared to 9% in violence offences (10 offenders, compared to 26). This suggests that criminal damage offenders are slightly younger than violence offenders.

⁴⁰ Offender details are only available for offences where an offender is known. In the case of criminal damage offences in this period only 22% of offences (57 offences) have offender details, in the case of violence against the person offences it is 72% (297 offences).

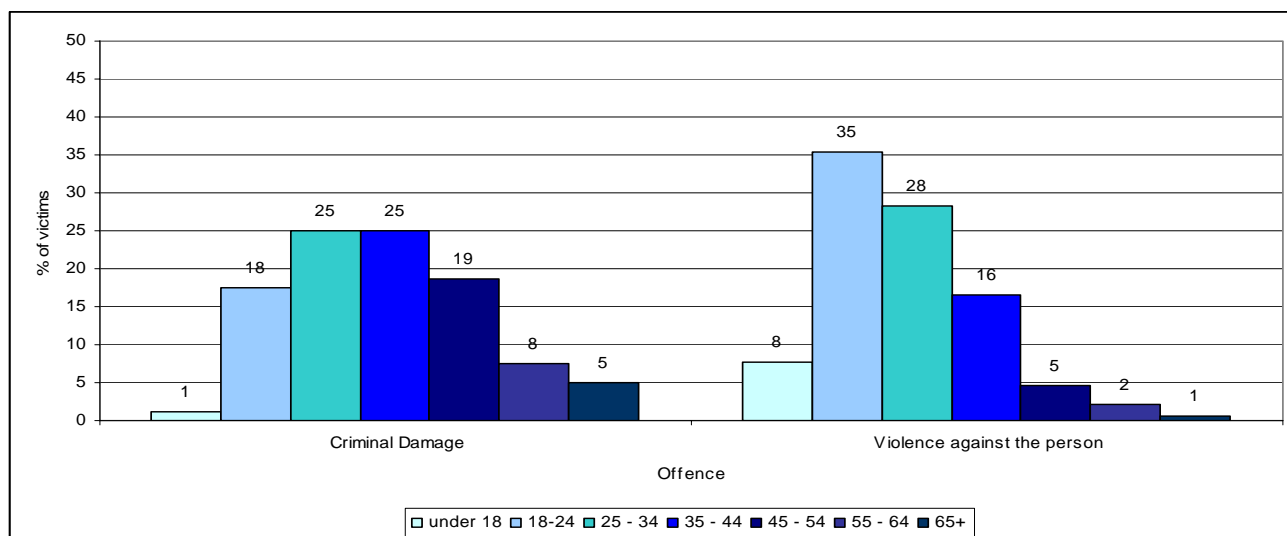
Figure 3.8: Age group of criminal damage and violence against the person offenders, April 2008 – September 2009



A similar analysis of the characteristics of the victims of these offences was undertaken. This showed that in the case of both types of offence, 38% of the victims were female, and 63% male⁴¹. Analysis of the age group of victims is shown in Figure 3.9 below. As might be expected victims of criminal damage offences tend to be older than the offenders of such offences, as in order to be victim of criminal damage one has to own property that can be damaged. Almost one third, 32% of criminal damage victims in this period were aged over 45 (25 individuals), compared to 2% of offenders (one individual). Victims of violence offences tended to be younger than those of criminal damage, with 63% aged between 18 and 34 (216 individuals), but again they tended to be older than offenders, 72% of violence offenders in this period were aged between 18 and 34 (215 individuals).

⁴¹ As with offenders, victim details are only available for some offences. Victim details are known in 31% of criminal damage offences (80 offences) and 82% of violence offences (340 offences).

Figure 3.9: Age group of criminal damage and violence against the person victims, April 2008 – September 2009



Analysis of violence offences which contain details of the sex of both the victim and the offender was undertaken⁴², the results of which is displayed in Table 3.5. It shows the percentage that each offender / victim combination accounts for of total number of offences, for which details are available. It shows that over half, 59% of all such violent offences are committed by a male against another male (120 offences). A further 15% are committed by male offenders against females (31 offences), 16% are committed by females against males (33 offences), and just 9% by offences are committed by female offenders against a female victim (18 offences).

⁴² Such offences account for 49% of violence offences (202 offences) in the period April 2008 – September 2009. Similar analysis was not undertaken for criminal damage offences due to the low number of offences for which details were available.

Table 3.5: Sex of victims and offenders of violence offences, percentage combinations (N=202)

	Female Victim	Male Victim
Female Offender	16%	9%
Male Offender	15%	59%

Analysis of the hour in which violence offences occur show that those involving females, as offenders or victims tend to take place a little earlier than those involving males as victims or offenders. Analysis of offenders shows that 20% of violence offences (13 offences) where the offender was a female occurred in the hour of 1.00am, the largest proportion of offences in a single hour. For male offenders, 15% of offences (36 offences) occurred in this hour, whereas 19% (44 offences) occurred during the hour of 2.00am, the largest proportion of offences in a single hour.

A similar pattern is shown when considering the sex of victims of violence offences. The hour in which the largest proportion of offences in a single hour occurs, involving female victims, is again 1.00am when 18% of such offences (23 offences) occur. This compares to offences involving male victims, where 15% (40 offences) occur in this hour, but 17% (44 offences) occur in the hour of 2.00am, the largest proportion of offences in a single hour.

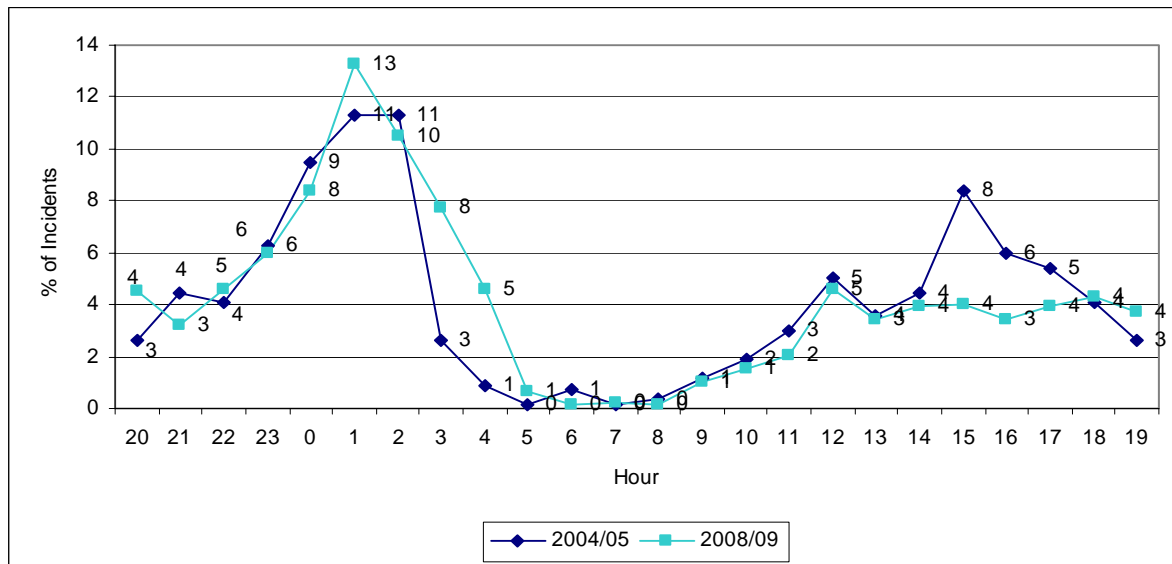
This pattern of offences involving women being involved in offences earlier than men can be explained, at least in part, by the fact that women tend to leave the NTE earlier than men. This is shown in Figures 2.3 to 2.6. This is particularly clear in relation to Church Street on a Saturday night (see Figure 2.6).

Overall, this analysis would suggest that a large proportion of offences of violence committed in the town centre are being committed by young males, against slightly older males in the early hours of the morning.

Police Incidents

A similar picture to that outlined above is found when analysing police anti social behaviour (ASB) incidents⁴³. Figure 3.10 below shows that the hour in which ASB incidents occurring in the town centre were recorded in 2004/05 and 2008/09. It shows that, while the peak hour for such incidents was the same in both years (1.00am), slightly more incidents occurred in this hour in 2008/09, a difference of two percentage points, and decline more slowly after this hour in 2008/09 than in 2004/05.

Figure 3.10: Figure 3.1: Hour in which ASB incidents occurring in the town centre were recorded, April 2004 – March 2005 and April 2008 – March 2009

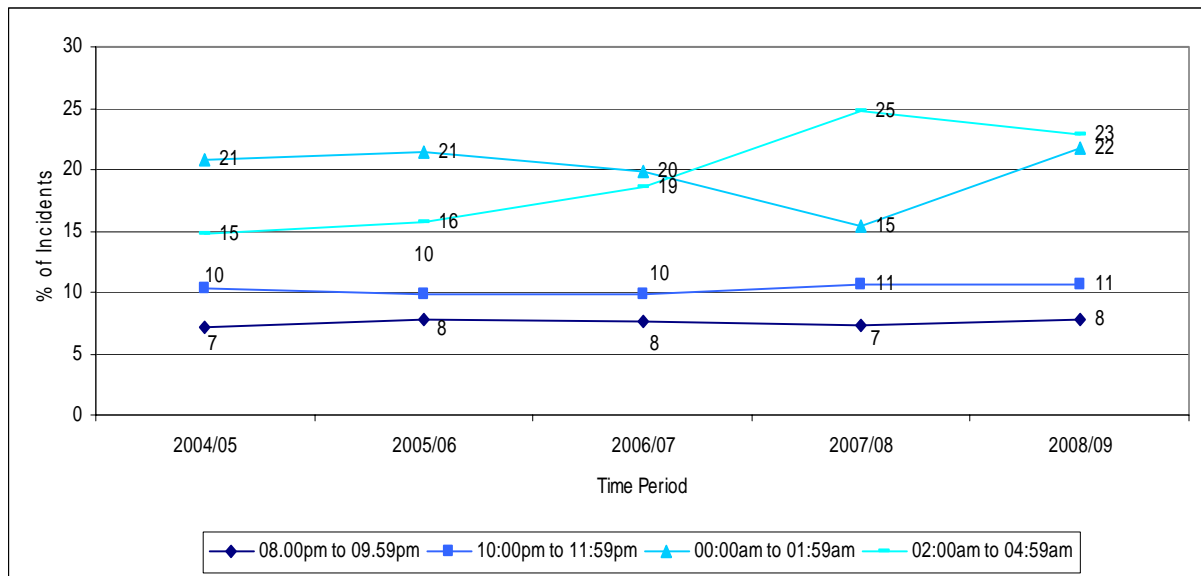


When analysing the time period in which incidents are recorded to have occurred, a similar pattern is seen. Figure 3.11 below shows that the proportion of incidents recorded during the earliest two time periods (8.00pm – 09.59pm and 10.00pm – 11.59pm), has changed very little between 2004/05 and 2008/09. It is in the latest two periods, (0.00am – 1.59am and 2.00am – 4.59am) where the changes have occurred. Between 2004/05 and 2007/08 the proportion of incidents occurring between 0.00am – 1.59am fell by six percentage points from 21% to 15%, and the proportion of incidents occurring between 2.00am – 4.59am rose in the same period by

⁴³ The categories of ASB incident gathered have changed since 2004/05. This analysis includes the following types of incident for the period 2004/05 and 2005/06: disturbance, other community disorder, personal/social/community (these were included in the baseline analysis conducted in 2005) and excludes public/official and threatening/abandoned phone call incidents. For the period 2006/07 – 2008/09 it includes: noise (not neighbours), prostitution related activity, the three rowdy/nuisance categories (environmental damage / litter, neighbours, rowdy and inconsiderate), street drinking, substance misuse, trespass, vehicle nuisance. It excludes abandoned vehicles, animal problems, begging/vagrancy, hoax calls, fireworks incidents and malicious / nuisance communications. Note: that in the case of incidents only the time an incident is recorded is given.

10 percentage points from 15% to 25%. This suggests that (like offences committed in the town centre) the hour of their occurrence has been pushed back. Between 2007/08 and 2008/09, however, the difference has narrowed, with 22% of incidents occurring between 0.00am – 1.59am and 23% occurring between 2.00am – 04.59am.

Figure 3.11: Time period in which incidents were recorded in the town centre, April 2004 – March 2009



Analysis of the ‘qualifiers’ associated with each incident, shows that, when considering all ASB incidents occurring in the town centre in the period 2008/09 – 2009/10⁴⁴, 42% were flagged as involving alcohol (560 incidents), either as the only qualifier or a qualifier along with other factors. When just those incidents occurring between 8.00pm and 4.00am are considered, this proportion rises to 57% of incidents (477 incidents), demonstrating how often there is a link between ASB incidents and alcohol occurring during the NTE hours in the town centre.

⁴⁴ Data until the end of September 2009. It was not possible to undertake this analysis on 2004/05 data as they were not recorded then.

Impact on service provision

The data analysis above shows that there have been changes in offending in Hartlepool in the last five years, particularly in the temporal patterns. This is, in turn, affecting the service the police can provide. It is thought that the focus needed on the town centre by the police later into the night, means resources are being taken away from outlying, residential estates. This could mean that incidents occurring in these locations are not receiving as quick a response as they might do, if police attention did not have to be so heavily focused on the town centre.

There is also an acceptance both from the police and from other local agencies, that the scale of demand from within the NTE means that officers policing the town centre are unable to officially deal with every incident which occurs. For example, minor public order incidents will often be dealt with through the officer speaking with the person in question, as opposed to arresting them. More formal action in every case would see officers tied up at custody suits, which as it is, can already get full during the weekend. Indeed it was also noted that officers covering the NTE are finishing their shifts later due to the paperwork created by the incidents they deal with. Under the Violent Crime Reduction Act (2006) officers do have the power to issue a Direction to Leave. This can exclude someone from a given area for up to 48 hours if the officer believes that it is necessary to remove someone from an area who's presence is likely to cause, or contribute to, alcohol-related crime or disorder. This power can therefore allow the police to deal with incidents within the NTE without the need for arresting someone. If the Direction to Leave is breached, however, the recipient is arrested⁴⁵.

The changes in the NTE are also affecting the way in which the police provide their service. Response teams are now supported in their work on the NTE by both the District Support Unit and the Neighbourhood Tasking Group - teams of officers who had not previously been involved in a response role within the NTE. There are plans to further change the way the NTE is policed whereby the town's six neighbourhood policing teams will support response teams one weekend in eight during the NTE, probably working a 6.00pm to 4.00am shift, reflecting the later running of the NTE. These officers would generally not work night shifts, due to the different nature of their work, dealing with local issues and priorities in residential areas. However, the demand on the service of the NTE means this has become necessary⁴⁶.

⁴⁵ It is planned that during 2010 a follow up system for recipients of DtLs will begin, whereby on the weekends following the one on which a person was issued with a DtL, they will be contacted by the police and warned of their previous behaviour.

⁴⁶ Although the intention is for them to spend from 6.00pm to 10.00pm in their wards, so as not to distract from their neighbourhood policing duties.

Accident and Emergency Departments

Staff at the Accident and Emergency departments of both the University Hospital Hartlepool and the University Hospital North Tees in Stockton, have noted that the overall number of cases dealt with has risen over the last five years, and that within that, the number of cases linked to the NTE and that are alcohol related has risen. Indeed staff from these hospitals both estimate that around 90% of cases seen at A&E are alcohol related. They also note that the peak times of the departments has moved from 2.00am to 4.00am.

Analysis of the data on presentations to both A&E departments for assault injuries provided under the Cardiff Model⁴⁷, does not record the time a patient was injured and so this view can not be corroborated, and because the data only covered the period May to September 2009 it also can not be used to assess how the number of presentations has changed over time since the change in licensing legislation. However, it can be used to examine the characteristics of the patients presenting to both hospitals with assault injuries sustained in the town centre and the characteristics of their injuries.

During this period a total of 83 assault related injuries sustained in Hartlepool town centre presented to the A&E department of one of the hospitals, this represents 7% of the total assault presentations seen by the hospitals in this period⁴⁸. Over three quarters, 76% (63 individuals) of those seen were male and over half, 47% (47 individuals) were aged 18-24 years, with a further 24% (20 individuals) aged 25-34. All bar two of those presenting lived in Hartlepool and all bar eight were seen at Hartlepool hospital. The wards in which patients most commonly lived were Stranton, Brus and Owton, accounting for 43% (35 individuals⁴⁹) of those seen.

The majority of patients arrived at the hospital in private transport, 35% (29 individuals) arriving in a car and 22% (18 individuals) arriving in a taxi. A further 22% (18 individuals) arrived in an ambulance with 16% (13 individuals) brought by the police⁵⁰. The need for the police to take injured people to hospital was mentioned by representatives of both the A&E departments and the police as an aspect of the NTE which can place further strain on the police. Once the police have delivered a person to hospital, they, as well as the hospital, have a duty of care towards

⁴⁷ Following recommendations contained in the Darzi review, enacted around 18 months ago, all surgical presentations, all those involving under 18s and all head injury cases are handled at North Tees hospital. Hartlepool retains medical cases. Therefore injuries sustained in Hartlepool may be treated at North Tees, which is why data from both hospitals is considered here.

⁴⁸ In six cases the patient did not wait to be seen, however they have been included in this analysis as data is still recorded about the nature and location of the injury. In three cases, the same patient has been treated twice for after that is probably the same injury. Again these cases have been left in as whilst they double count the number of incidents they still represent work undertaken by the hospital, and in two of the cases the patients were seen and treated both times they came to the hospital.

⁴⁹ N=81, 2 missing cases

⁵⁰ the remaining 6% walked

them and so have to wait for them to be seen until they can take them to the police station. This is another way in which behaviour in the NTE reduces the capacity of the police service to respond to incidents occurring elsewhere in the town. It is also an indicator that the ambulance service are busy and unable to pick up a patient.

As might be expected, the vast majority of these injuries are recorded as having been sustained in a public place (95%, 79 incidents), with the majority (70%, 57 incidents) occurring at premises either on Church Street or in the area around it⁵¹. The largest proportion of incidents occurred at premises on Church Street (46%, 37 incidents), with a further 25% (20 incidents) occurring at venues in the streets around Church Street. Victoria Road and the streets around it each accounted for 15% (11 incidents) of incidents (or 30% of incidents in total).

Over half of incidents (54%, 44 incidents)⁵² occurred inside the premises, with a further 40% (32 incidents) taking place outside.

By far the most common injury was described as being struck or hit by another person. Such incidents accounted for 88% (73 incidents) of the total. In cases where the 'type' of assailant was recorded⁵³, 67% (31 incidents) were recorded as 'a stranger', and in cases where other factors were noted⁵⁴, 39% (20 incidents) recorded both the patient and assailant as having been drinking. In a further 15% (eight incidents) the assailant is recorded as having been drinking, and in a further 14% (seven incidents) the victim was recorded to have been drinking.

These data paint a very clear picture of assault injuries occurring in Hartlepool town centre in the summer of 2009. The majority of the patients are younger males, local to Hartlepool, who have been struck or hit by a stranger within or near to a licensed premises. Most often this will be around Church Street and most often one or both parties will have been drinking beforehand.

North East Ambulance Service (NEAS)

A representative from the NEAS agreed with the picture painted above - that the peak time for ambulance call outs, across the whole area the service covers (Northumbria, Tyne and Wear, Durham and the Tees Valley) had shifted back later into the night. However, Hartlepool was felt to be a well resourced part of the service, largely due to the geography of the town. Physically

⁵¹ N=81, 2 missing cases

⁵² N=81, 2 missing cases

⁵³ N=46

⁵⁴ N=52

separate from other nearby towns (and so far enough away to demand its own resources), it was noted that often Hartlepool resources stayed in the town⁵⁵.

Fire and Rescue Service

Similarly, representatives of the Fire and Rescue Service have commented that their peak demand times have moved later into the night. The service also seeks to provide a presence within the NTE to support other emergency services, which has been affected by the change in the times the NTE operates. In addition, they report having to adjust the times they carry out preventative work, such as conducting home safety visits and engagement and diversionary work with young people, as this clashes with demands placed upon them in the NTE.

As with the A&E representatives interviewed, representatives of the Fire and Rescue Service commented that alcohol was linked to around 90% of fires and fire related injuries. While not all of these will be linked to alcohol consumed in the NTE, and could have been linked to alcohol consumed at home, it does show the impact that drinking has on the demand for all of the emergency services.

Data on incidents attended by the service in the town centre⁵⁶ since 2004/05 provide some support for the view that incidents are occurring later into the night. There do appear to be a larger proportion of incidents occurring later in the night. However, across the five year period, only 87 incidents occurred in the town centre, and therefore these proportions are based on very small numbers. For example, the difference in the number of incidents in 2004/05 and 2008/09 in each time period considered is at most only one incident.

It is, however, interesting to note that in both 2004/05 and 2008/09 the type of incident the service was most commonly dealing with were 'emergency special service' incidents. These are not fires at all but rather any other type of incident requiring fire service attendance, such as road traffic collisions, or people who have become trapped. In 2004/05 these accounted for 10 of the 15 incidents attended in the town centre, and in 2008/09 they accounted for 9 of the 16 incidents.

Many stakeholders from emergency service organisations and, indeed, other stakeholders, have commented that the impact of the NTE will not just be seen immediately in the change in demand patterns on local services, but will also be experienced by these services in years to come, as the health implications of heavy, or binge drinking start to emerge. There is a general view that the

⁵⁵ It was not possible to arrange to speak to a local representative of the NEAS and no demand data was supplied to the researchers to be able to support the views of the representative interviewed.

⁵⁶ The area defined by the town centre in the Fire and Rescue Service data (defined by a boundary provided by the researchers) is slightly different from that defined by the police. However, it does cover largely the same area.

behaviour of customers in the NTE is leading to a 'health time bomb' which will cause other pressures on services in years to come.

Transport Services

The change in the operation of the town centre has had a mixed impact upon transport services in the town. Representatives of one of the main bus providers in the town, Stagecoach, report that the fact that people are choosing to go out into town later and come home later, means that, by and large, they cannot choose to use the buses as transport into and out of town. This is because they come into town after the buses have stopped running and leave town before they start running again in the morning. In addition, bus services to the Marina are yet to be agreed with landowners.

This finding is supported by results from the street surveys undertaken in the town centre. Respondents were asked what method of transport they used to come into town that night. Over two thirds, 67% (219 individuals⁵⁷) reported they came in a taxi, 16% (52 individuals) stated they came in a car, 12% (40 individuals) stated they walked and only 3% (10 individuals) stated they came in via bus.

Indeed, Stagecoach report that, when the majority of people were coming into the town for 7.00pm or 8.00pm, they would run six or seven duplicate services to cope with demand. The change in the NTE means that the number of services they operate has fallen, from around eleven to eight.

The impact upon the taxi trade in the town has therefore been somewhat different. While they are still being used by customers of the NTE to come into and leave town, the fact that people do not want to leave town until later means that taxi drivers are having to work much later. Furthermore, those who have been drinking at home before coming into town may already be drunk when the taxi arrives to pick them up. Taxi drivers have therefore seen their working hours change quite markedly. One of the main taxi firms in the town reported that many drivers were not keen on these new hours and also reported that those NTE customers who stayed out until closing time were much more likely to be difficult customers for the drivers, refusing to pay and being aggressive. This is, in turn, compounded by fewer drivers wanting to work this late, meaning there are fewer taxis available. This can mean NTE customers find it difficult to get a taxi and are subsequently aggressive with drivers when they do get one.

⁵⁷ N=325.

Since the baseline study was undertaken in 2005, monies have been made available from the CDRP to match-fund the installation of CCTV in taxis. Streamline, one of the main taxi firms in the town, now has CCTV in most of its vehicles, which have provided useful evidence in a number of incidents that have occurred, or have been alleged. However, as Hartlepool taxi fares are comparatively cheap, when compared to other towns in the area, drivers may feel that being out until the end of the NTE is not worth their while⁵⁸. Some stakeholders have commented upon the importance of being able to get customers away from the town centre at the end of the night, to avoid trouble and taxis are the key mode of transport in the NTE. Therefore, if there is a lack of taxis at the end of the night, this could be a flash point for problems.

Other Services Supporting the NTE Infrastructure

Representatives of council and other contracted-out services which support the NTE have also commented upon the way their services have been affected by changes in the NTE. The fact that the Licensing Act moved responsibility for dealing with license applications from magistrates courts to local authorities has obviously changed the role of Hartlepool Borough Council in relation to licensing issues. Magistrates retain responsibility for dealing with appeals against decisions and so their role has also changed. However, the magistrates court in Hartlepool report not facing a significant demand from appeals to decisions.

Representatives from neighbourhood services have commented that one of the main impacts of the smoking ban has been the fact that it has created more litter on the streets in the town centre area from people smoking outside of licensed premises. They would like to see premises agree to clear this up, rather than leave it for the street cleaning teams. The later opening of the NTE means that there is less litter on the streets of the town centre during the day. However, they did note that the impact of the NTE in relation to litter is felt in the residential areas away from the town centre. Neighbourhood services have responded by installing larger bins which can hold the litter from the NTE, such as pizza boxes.

There was a suggestion from this service that they could move the street cleaning service forward from 7.00am to 5.30am or 6.00am to deal with the fallout of the NTE. While this might suit Church Street as the focus of the NTE without much residential dwelling, once this street is cleaned, there is the question of where else the team could be sent where they will not disturb residential areas. The service is considering piloting this service if Church Street is pedestrianised full time⁵⁹.

⁵⁸ It was reported that the licensing authority in Hartlepool offered taxi firms the ability to place a surcharge on fares taken after midnight, but as an industry they chose not to take this up.

⁵⁹ See next section for more details

The evidence from the observation of the NTE, showed there was a certain amount of litter left behind at the end of an evening. For example, on Victoria Road, there were found to be 73 items of food related rubbish (take-away boxes, pizza boxes, cans of soft drink etc.) at the end of a Friday night, but just five items on a Saturday night. There were also found to be 12 items of alcohol related litter on a Friday night and five on a Saturday night.

On Church Street, there were 14 items of food related litter on a Friday night and 35 items on a Saturday night. There were also 14 items of alcohol related litter on a Friday night and 17 on a Saturday night.

The council's CCTV system, operated by Housing Hartlepool, commented that the later running of the NTE is due to change to the shift patterns they work. Currently, their shifts are organised so that on a Friday, Saturday and Sunday there is a dedicate camera operator in the control room between 8.30pm and 3.00am. After this, the cameras are monitored by a mobile warden who, while responsible for the cameras, also has other responsibilities, including the Lifeline system. If an emergency occurs on this system, they have to attend to this. When the NTE was finished and closed by 2.30am this worked well, now. With the later opening of premises, the service is planning to change these shift patterns. Representatives also suggested those shift patterns could be extended to cover Thursday night as well, which in the last year has become a busier night in the town centre.

Observed incidents of violence and criminal damage

During the weekend of the observation, there were few incidents of violence or criminal damage observed. Box 1 outlines the most significant incidents observed.

Box 1: Incidents of violence and criminal damage

As a group of males walked down Victoria Road towards Church Street, two broke off from the group and ran at full speed into a metal bus shelter causing a loud crashing noise but no damage. They joined up with their friends, laughing as they went.

A man staggering around outside a bar on Victoria Road was shadow boxing with himself. A friend helped him into a waiting taxi.

A man was thrown out of a club on Church Street by door staff and he ended up on his back in the road. Before he could get to his feet and remonstrate, the police came over to deal with the situation.

A very drunk woman was seen to struggle with the police as they tried to get her into the back of a police van as she shouted loudly *'get off', 'leave me alone' and 'I'm fine'*.

Impact upon local Licensees

Interviews undertaken with licensees in the town centre have revealed a number of impacts resulting from changes in the NTE.

With regards to the move to later opening within the town, there are mixed views from the licensees. The licensees from the two premises on Victoria Road involved in the research reported that there had not been huge changes in the hours of business⁶⁰. While they agreed that customers were coming into town later and, in some cases, were going straight to Church Street, they were still finding that people began their night on Victoria Road, before moving on. There was a feeling from some premises in the town centre that the Marina had impacted upon trade, and especially in the Victoria Road area, because the earlier closing of premises at Navigation Point means that they are competing for custom at the start of the night. This was felt to be more an issue in the summer months.

Licensees interviewed on Church Street, experiencing the end of the NTE, had somewhat different views. These licensees agreed with the views noted above that people now arrive in town later and having drunk far more than was previously the case. This means that customers

⁶⁰ One premises had not changed their opening hours and whilst the other is licensed until later it tends to close around 2.00am.

often do not spend as much in premises as they once did, but are in town for as long. Therefore, venues are having to employ bar staff for the same amount of time and door staff for longer in some cases (due to later opening), but are receiving either the same or less custom. Door staff at these premises are also having to turn more people away if they arrive already drunk. There was therefore a feeling that their opening hours had to be extended, because other bars and clubs had chosen to do so and, with premises in such close proximity, there was no chance of attracting a different market. They noted their premises were being used by people who were not necessarily spending a great deal of money there and so premises are not necessarily benefited from later opening. One premises noted that they might consider a door charge in order to cover the cost of each customer.

These licensees (and others interviewed) also noted that Church Street had become the preserve of younger drinkers, aged under 30. Whereas prior to the change in legislation some venues on Church Street catered for the over 30 clientele, they are finding that these customers either use the Marina, or do not come out into town at all, because they do not like the atmosphere created on Church Street.

There were mixed views on whether takeaways should stay open later than bars and clubs. The owner of one takeaway on Church Street was interviewed who had recently had his opening hours extended till 4.30am on Thursday, Fridays and Saturdays. This has been in response to moves from another takeaway nearby to open later, which had started to take trade away from him. He also noted that later opening allowed his customers more time to order and receive their food. Prior to the change, he closed at 3.00am, which tended to mean there was a rush of orders just before closing. It was the intention of the licensing authority when the legislation changed and later opening was applied for, to have takeaways close before the bars and clubs, in order to speed people's movement out of the town centre. However, more recently, some takeaways have asked for and been granted later opening. Some licensees of bars and clubs were of the view that having takeaways open after they shut was a benefit, as it enabled customers to get food easily and then head home. Indeed, representatives of the taxi trade noted that, if people were not able to get food when leaving a club, they tended to demand that the taxi driver take them to somewhere where they could. Some licensees interviewed noted that they had witnessed people hammering on the windows and doors of takeaway establishments which were already closed. However, others noted that having takeaways open just pushed the closing down of the NTE in the town centre on a weekend even later in to the morning.

Licensees interviewed took different approaches towards drinks promotions. Some did not offer any, some offered them throughout the week, and some were just starting to introduce them, due to them finding the town quieter than before. However, all noted that some bars in town were known for providing very cheap drinks promotions and all agreed (as did all stakeholders interviewed) that such promotions were bound to influence drinking behaviour and habits among customers. It was noted that drastic price cuts in premises using this to attract customers was of a different nature to more limited promotions offered by venues which do not intend for this to be the only reason for customers to visit. It was suggested by one licensee that a minimum price could be introduced for drinks across the town to reduce the incidence of such promotions.

There was a view from one representative that moves towards later opening and the change in the licensing system, whereby personal licences not tied to specific premises are issued, has changed the nature of the relationship between licensees and premises and has also changed who licensees are. There was a view expressed that when licensees were tied to licensed premises this instilled a sense of responsibility for that premises and their customers. Under the current system, licensees can be responsible for more than one establishment, and may rarely visit them.

All licensees felt that the town was a relatively safe place to be on a night out and did not experience any more trouble than other town centres. There was also a feeling that licensees worked well with local agencies, such as the police and the borough council. However, the changes in opening hours have had an impact, which, especially on Church Street, has not been positive for the bars and clubs.

Local Responses

The impacts of the changes that have occurred in Hartlepool's NTE (outlined above) have already led to local moves to change how the NTE operates. Recently, a voluntary agreement was proposed whereby bars and clubs would all agree to stop serving at 3.00am and close at 3.30am, thus moving the end of the NTE forward by an hour. This failed, however, due to two premises pulling out of the agreement⁶¹. Since then, a multi agency town centre violence reduction group, a task group of the Safer Hartlepool Partnership, has re-formed⁶². This group, which includes representation from the licensing authority, the police and other partners, intends to become the focus of more enforcement action within the NTE. For example, this group is considering making more use of the offence of selling alcohol to somebody who is already drunk, undertaking inspections of premises which can be done by the licensing authority, the police and the Fire and Rescue Service⁶³ and encouraging responsible authorities and interested parties to make representations to the licensing authority about particular premises.

Under the Licensing 2003 Act, there are fewer assumptions against granting a license and licenses are granted in perpetuity. License applications can be rejected or reviewed once granted if representations are made to the licensing authority from interested parties (those who live or work in the area of a licensed premises) or responsible authorities⁶⁴ in relation to one or more of the four licensing objectives of the act⁶⁵. The licensing authority has reported that it does not tend to receive complaints about licensed premises from local people (and indeed have received none in 2009) until premises propose to amend their license conditions and, for example, open later. The authority would like to encourage both them and other agencies to be more proactive in gathering and presenting evidence about a premises, which could then prompt a review of the license.

One particular issue the group would like to gather evidence on is the way takeaways are using door supervisors. In order to prevent late opening takeaways being the focus for trouble, new licenses issued under the 2003 Act stipulated that those serving food after midnight had to employ door supervisors. In practice, some takeaways have trained their chefs and had them accredited as door supervisors by the Security Industry Association. Thus, while the premises do

⁶¹ It has been noted by licensees, however, that new licenses are tending to be granted only till 3.00am at present.

⁶² Having been subsumed into a more generic violence task group some 18 months ago.

⁶³ During Performance Inspections undertaken under the Fire Safety Regulatory Reform Order 2005 in relation to the safety of the building covering access to exits, overcrowding and fire alarm systems.

⁶⁴ Named under the act as the local police, fire and rescue service, environmental health department, covering both noise nuisance and safety, and the trading standards, planning and social services departments. The licensing authority is therefore not a responsible authority under the act.

⁶⁵ The prevention of crime and disorder; Public safety; The prevention of public nuisance; The protection of children from harm.

indeed have door supervisors, they will not be present on the door undertaking the work a supervisor should. In order to change this condition on licenses to stipulate that door supervisors should be stood at doors after midnight, a review will need to be prompted by representations being made.

Representatives from the local police, however, are critical of the way in which, in their view, a great deal of evidence is needed to bring about a review of a premises, with any sanctions often being light. The town centre violence reduction group will therefore need to assess how best to collect the necessary evidence and representations, to ensure necessary reviews are undertaken, while avoiding undue burdens on local agencies.

One licensee interviewed, who runs a licensed premises on Church Street, suggested that an alternative to the previously proposed voluntary agreement would be to ask all premises to close one hour earlier. Asking all premises to close by 3.00am disproportionately affects premises which serve the later end of the NTE. Having to close one hour earlier could therefore have quite a significant impact on their trade. Asking all premises to close one hour earlier would at least affect all premises equally, would ensure people still moved on from premises to premises and would also see the NTE coming to an end at around 3.30am⁶⁶. Licensees, especially on Church Street, agree with stakeholders that the change in licensing legislation has not been beneficial to them and would generally welcome a return to earlier opening and closing. However, the way the Act functions makes this difficult.

⁶⁶ It was also noted that the original proposal was for a trial period of earlier closing. This licensee would prefer that a permanent change was made and then enforced.

4. Future of Hartlepool's Night Time Economy

Introduction

This section considers how stakeholders and licensees would like to see the NTE in Hartlepool improved in the future and briefly discusses changes which are due to affect the NTE in the near future. It also discusses findings on the drinking habits of young people in the town, and how their behaviour intersects with the NTE.

Improvements to Hartlepool's NTE

Stakeholders and licensees were asked if there was anything in particular that could be done to improve Hartlepool and the town centre. The general view from both groups was that a lot has been done over the last five years. For example, many licensed premises have installed CCTV, as have one of the main taxi firms in the town and polycarbonate glasses were introduced to premises around 18 months ago through a grant from GONE. Having such glasses is now a standard part licensing condition.

It was also noted that there is close and effective joint working between agencies and between agencies and licensees in the town. It was noted that this is aided by the relatively small size of the town, the fact that it is a unitary authority in relation to local government. A new Town Centre Partnership has been proposed which will feature representation from local agencies and businesses. The economic down turn has delayed the implementation of this, but it is expected that once established it will support good inter-agency working in the town centre. Despite this, some suggestions were made as to how the town centre could be improved.

The main one, which was suggested by most of the stakeholders and some of the licensees, was for opening hours to be moved back to 2.00am or 3.00am, so they are more in line with the closing times in place before the change in the legislation. Some of those spoken with suggested that closing times could be staggered to avoid the problems associated with many people leaving premises at the same time. However, under the Act, such changes would have to be voluntary, and such a voluntary agreement has already failed once, or would have to be prompted by license reviews. It is therefore not clear how achievable such a move would be, although it was noted above that the local Town Centre Violence Reduction Group is examining ways of enforcing current license conditions.

An alternative to insisting on earlier closing was suggested by one stakeholder - to insist premises open for much longer hours say until 06.00am, so that closing times in fact stop being an issue. While it is not known how this would work in practice and possibly not be welcomed by licensees, it was suggested that if premises were made to open for much longer (much later than most customers would chose to stay out), then opening times could become less of an issue, as people would not 'drink against the clock' as they currently do and may chose to go home at more staggered times, rather than holding out until closing.

Other improvements included two licensees suggesting that a Pub Watch scheme with a radio system would be welcome. Both had previously worked in towns where such a system was in place and had found it to be beneficial in alerting other premises to troublesome individuals, or receiving information from the police. They noted that such as system had been tried in Hartlepool, but had not been as successful, as it lacked a radio system and a sense of ownership. They suggested that such a system could be hosted by the CCTV control room. Another way in which information sharing could be improved was suggested by one licensee – they noted that venues could be provided with the details to those given DtLs, so they could help enforce them.

In addition, a minimum price for drinks was suggested by two licensees, who noted that such a system would ensure that any very cheap drinks promotions could be avoided, something which was noted by all those interviewed as an influence on the drinking patterns and behaviour of NTE customers, particularly, younger customers.

Representatives from both A&E departments, at Hartlepool and North Tees hospitals commented that the type of cases they receive in the department in the early hours of the morning, can be quite intimidating for staff. For this reason, they suggested having a porter available on every night shift to provide back up for staff, should any trouble arise and to help create an atmosphere in which it is clear trouble will not be tolerated.

Future changes to the NTE landscape

During the course of the research a number of future changes which will affect the landscape of the NTE were noted. These included:

- **Church Street pedestrianisation trial** – a six week trial of pedestrianising Church Street (from the junction with Whitby Street down) between midnight and 5.00am on a Friday and Saturday night was undertaken during October and November. This had been suggested by the police in order to make the road safer and to avoid NTE customers being involved in any accidents. There were mixed views about this from those interviewed. Some licensees found it increased the number of people trying to get into their premises, as people were being dropped off in taxis further up Church Street and coming across premises they did not usually visit. However, some others, by default, were finding a drop in trade from customers who did not make it as far down the street as they would normally. Some raised queries about the practicalities and aesthetics of the barriers. Some licensees noted that it made it look as though there had been an incident on Church Street which put some people off coming down and that, during the time they are up, the police had to keep moving the barriers to let emergency vehicles through and had to put them back up if they were blown over. It was reported that some taxi drivers had very negative views of the trial. There are three taxi ranks on Church Street and another two by the train station all of which were cut off during the trial. This meant that taxis had to find alternative pick up and drop off points, and the Hillcarter noted it meant many more vehicles turning round in their property. Overall, people agreed that it made the road safer, but that if done permanently would need better implementation and explanation, for example, to taxi drivers. It was felt it would probably be of more use in the summer months, when people are more likely to spend time outside. It was also noted that such a move did create a tension between a move not to let people out on the street with drinks and effectively creating a traffic free ‘beer garden’ in the street⁶⁷.
- **Church Square Travel Interchange** – This has been planned for some time and is due to be completed sometime next year. It will see coach, bus and taxi services brought together near the train station. Given its location in one of the key NTE areas, it may change how customers arrive into and leave the town. However, representatives of Stagecoach noted that there were no intentions for their buses to use the new facility.

⁶⁷ The police are undertaking their own evaluation of the trial.

- **Tall Ships, August 2010** – This is a major event which Hartlepool will be hosting next summer. It was mentioned by almost all those interviewed as a significant event for the town. Some noted that premises are likely to undergo refurbishment prior to the event and it is anticipated that the council's CCTV network will be extended to cover more of the Marina area. This may therefore be a catalyst for at least an aesthetic improvement of the town centre. There was some concern raised that the late running of the NTE and the problems associated with it may not give the best impression of the town to those visiting.
- **Alcohol Requirement on Community Orders** - It was noted by a representative of probation that courts will soon have the power to attach an alcohol requirement to a community order for those offenders whose offending is fuelled by an alcohol issue. This is likely to include some of those offending during the NTE. This will improve the options for such offenders, although it may be affected by the perceived lack of alcohol treatment services in the town.

Young people's drinking habits

A final element of this research was to consider the drinking habits of younger people, under the age of 18. It had been initially suggested that underage drinking was a way of 'warming up' for going out in the town centre once old enough. However, findings from this research do not support this theory.

Interviews with stakeholders in this field, including workers from Safe In Tees Valley who provide youth engagement outreach services locally, suggest that there is a less formal NTE outside of the town centre in more residential estates used by both underage and legal drinkers in their late teens and mid twenties. They will get their alcohol from parents, or older siblings, or may buy it from off licenses, or from those selling it without license from their homes. Those above the legal drinking age do use Church Street sometimes, but can not afford to do so regularly. This suggests that there is a second, more hidden, NTE away from the town centre which may cause its own issues for local services.

An analysis undertaken of people receiving Directions to Leave in the town centre and under 18 year olds receiving AS13 forms (due to involvement in ASB) across Hartlepool, show that only a small proportion are 'graduating' from one to the other. In the period June 2008 – December 2009, 19 people received AS13s who subsequently went on to receive a Direction to Leave in the same period, representing 7% of all the people given Directions to Leave in this period.

Agencies in Hartlepool have sought to target underage drinkers through multi agency Stay Safe operations. These have been running for around a year locally, funded by the Home Office and use child protection legislation to remove drunken young people who are at risk of serious harm. They target particularly 12 to 16 year olds who are taken off the street to a place of safety. Once there, they can be assessed by a multi-agency team and referred to services as appropriate. Their parents are also informed and asked to collect them, so that they are aware of the behaviour of their children and can be referred themselves if necessary.

Run on a Friday night, initially these operations picked up an average of around 15 young people during the course of an Operation. However, the three most recent operations have picked up no more than two people and, in one case, no one. Agencies are currently assessing what the implications of this might be. It could be that young people have moved the area where their drinking takes place and, indeed, may now be drinking in someone's house. Alternatively, they may have changed the nights of the week they drink. The most recent Operation, which took place on Thursday 14th December 2009, took a more preventative approach. It took place on the last day of term for some of the local schools and staff were available during the afternoon and at school home time to ensure there was a presence at this time and throughout the evening. However, this Operation still picked up no young people deemed to be at risk of harm.

5. Conclusions

Introduction

This final section provides conclusions from the study in relation to the NTE in Hartlepool.

Conclusions

The town centre has undoubtedly changed in the last five years. Specifically, the later opening of licensed premises and the moving back of the NTE such that it starts and ends later have been the most significant. Also, during this period, the Marina has become a more important part of the NTE in the town.

There is general agreement from stakeholders and licensees that this has had a negative impact on the town and on local services. For example, emergency services report being busy further into the night and analysis has been presented above that offending has shifted back later. This is having an impact on the way in which services are provided. Licensees are staying open later but are generally reporting that they are busy for the same length of time, but are having to employ door staff and bar staff for longer and are finding that customers tend to spend less once in their premises. There have also been different, but largely negative, impacts upon taxi and bus providers.

Other changes, specifically the smoking ban, have had more of a mixed impact. Some report positive impacts, some do not. Likewise, the economic downturn was reported to have had an impact by some licensees, but not to have had a noticeable impact by others.

There is, therefore, a view from a majority of stakeholders and from some licensees that licensed premises should move their closing times back to 3.00am – 3.30am. However, a voluntary agreement to do this has already been tried once and failed, and if all premises don't agree to it, then none will. The way the Licensing Act (2003) operates makes it difficult for the licensing authority and local agencies to easily alter the functioning of the NTE. While there are a number of different powers that agencies have to tackle premises which do not abide by their license conditions, they can only be used premises by premises. However, use of these by the newly reformed Town Centre Violence Reduction Group could help to ensure licensees are complying with all of their license conditions, which could help reduce the impact of the NTE on services. A voluntary agreement on opening hours, which asks all premises to close one hour earlier, could also help to support moves to lessen the impact of the NTE on the town.



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4th December 2012

Licensing Team
Hartlepool Borough Council
Bryan Hanson House
Hanson Square
Hartlepool
TS24 7BT

Dear Sir

Re: Early Morning Alcohol Restriction Order

Hartlepool Police have endeavoured to manage the local night time economy in partnership with the local authority and the pub and security industry for many years. Since the introduction of the Licensing Act 2003, which relaxed the closing hours of licensed premises, significant challenges have presented themselves in policing Hartlepool town centre during the early hours. Crime and anti-social behaviour has been tackled using an array of tactics supported by the strategic leadership of the Night Time Economy Operations Group.

The present tactics were introduced at a time when funding was available to support the police however in these austere times new and innovative methods of enforcement are required. The present working practises tackling the night time economy crime and anti-social behaviour are simply unsustainable. All on-duty police resources are absorbed into the town centre environment during the early hours on Fridays and Saturday's up to and including 5 o'clock in the morning leaving the remainder of the wider town vulnerable and susceptible to other forms of crime. This has an obvious impact on public and community safety.

In addition to this the later opening hours have encouraged the public to stay at home for longer before beginning their night out – drinking more, cheaper, alcohol before leaving their homes. The consequences of alcohol abuse are well documented and the opportunity created by a relaxation of licensing hours to drink for longer has led to significant health concerns, a drain on health service resources and unacceptable levels of alcohol related Accident & Emergency admissions.

It is with these issues in mind that Cleveland Police and Hartlepool Borough Council's Director of Public Health together request that the Licensing Authority consider the implementation of an Early Morning Alcohol Restriction Order with a view to limiting the sale of alcohol to no later than 0200hrs in the area currently defined in the Council's Special Policy area as detailed in the current Licensing Policy

Yours faithfully

A handwritten signature in black ink, appearing to read 'Lee Rukin', with a stylized flourish at the end.

Lee Rukin
Chief Inspector

Yours faithfully

Louise Wallace
Director of Public Health

4.1 Appendix III

Consultation on Statement of Licensing Policy

Question 1.1

Do you agree that it is appropriate for Church Street and its adjoining streets to be designated as a cumulative impact area?

12 agree

1 does not agree

Comments:

- Premises not alcohol focussed should be exempt from such a designation.
- Agreed in principle however think it is unlikely that any new requests to licence premises will be forthcoming in the immediate future due to the state of the pub trade at present.
- In considering this question what is quiet clear is that there is already a high number of alcohol licensed premises, some would say too many, which has a detrimental effect upon Church Street and its adjoining streets as evidenced by numerous press stories on anti-social behaviour. It is my view that the high concentration of licensed premises in a relatively small area has a negative effect on the night time economy. It should also be noted that because of the concentration of night time economy premises within the area this has a knock on effect on the day time economy with an appearance of 'deadness' within the area during day.

Question 1.2

Do you agree that a cumulative impact policy should not apply to premises that would close before midnight?

8 agree

4 do not agree

Comments:

- It seems to me that a policy of 'cumulative impact' cannot be implemented with consistency on this basis and indeed my concern would be that this clause could attract more applications for licensed premises; thus creating more licenses premises within the cumulative impact area.

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Question 1.3

Do you agree that a cumulative impact policy should not apply to restaurants and other premises that are not alcohol focussed?

11 agree

1 does not agree

Comments:

- I believe that the current concerns over anti-social behaviour are very much focussed on the over-consumption of alcohol within premises whose major focus is the sale of alcohol. In terms of those premises whose focus are on things other than alcohol then it would be in my view inappropriate to apply a cumulative impact policy in respect of these properties.

Question 1.4

Do you have any other comments you would like to make in relation to cumulative impact areas?

- If the people who use the licensed premises cannot or will not control their intake of alcohol which then leads to fighting/injury of innocent bystanders we have an obligation and duty to control the activities which is fuelled by alcohol. It is unfair that the overstretched police force have to use a large portion of their resources trying to protect a minority from themselves instead of patrolling and protecting the majority of Hartlepool people.
- Doing that moves the contained problem elsewhere
- All drink led venues open after midnight should charge an admission fee and not be allowed to compensate free drink to cover the admission charge. Also, no cheap drink promotions should be allowed to attract custom (within reason or only on one product). A minimum door charge should be agreed on all venues open past midnight. All would be able to charge door fees on standards and entertainment supplied above the base door charge agreed. Standard of dress etc. should be imposed by agreement.
- Gives power to Local Authorities which is important to use and be seen to be used.
- It seems to be very often the case that there is a heightened level of anti-social behaviour within cumulative impact areas and wider consideration should be given as to the reasons for this heightened level of anti-social behaviour and how this can be reduced. It is quite clearly right to restrict the number of licensed premises and to impose

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other controls such as opening and closing times but this is only part of the picture.

- This should be extended to cover Church Street (upper/lower). There is substantial evidence to prove that this area is subject to significant alcohol related crime and disorder. Analysis clearly shows that crime is linked to individual pubs and clubs. This situation is placing a significant burden on all services such as the Police and NHS. It is also having an adverse impact on individuals and the surrounding community e.g. impact of anti-social behaviour, injuries caused.

The provision of a CIA would ensure that licensing applicants are required to evidence why the licence should be granted and demonstrate how they will prevent their premise having an adverse impact.

CIA would put the onus back onto the applicant as opposed to the LA and other agencies.

Question 2.1

Do you agree that it is appropriate for the Council to adopt a policy that prevents the supply of alcohol in the town centre area between 0300 and 0600 hours?

13 agree

1 does not agree

Comments:

- I have no objection to the supply of alcohol or the responsible use of alcohol. I also have no objection in principle to the responsible and appropriate consumption of alcohol in the early hours of the morning. However, it does seem that the extended hours in which alcohol can be supplied has resulted in increases in alcohol related disorder. I would therefore welcome the adoption of legislation reducing the hours in which alcohol could be supplied and I would suggest this would need to be town wide as any other policy would just move the problem geographically.
- If managed correctly and responsibly there is no reason why alcohol should not be served between 3 and 6am. The police and council have adequate powers to address any short fall in standards.

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Question 2.2

Do you believe that an approach should apply seven days a week or should it be limited to weekdays only?

8 believe that it should apply seven days a week

1 believes that it should apply to weekdays only

Question 2.3

Do you believe that such an approach should be adopted for the entire town centre area or should it apply only to the Church Street area?

9 believe that it should be adopted for the entire town centre area

2 believe that it should be adopted for all licensed premises within Hartlepool

Comments:

- The Church Street and Victoria Road area are more suitable to any later activities than other areas of the town due to the lack of residential housing in these areas.
- Any policy adopted should be applied across the town centre as a whole otherwise you are just transferring any perceived problem from one area to another. Church Street consists mainly of licensed premises with very little housing and it is far better for the impact of any late night rowdy behaviour to be concentrated here than moving it to other areas with a more diverse mixture of retail outlets or a greater density of housing.

Question 2.4

Do you have any other comments you would like to make in relation to this issue?

- 0300 hours is too late
- I feel a seven days a week ban would reduce crime in all areas, domestic violence, damage to property and assaults, thus making our communities safer.
- Residential areas it should be no later than 1200 through the week with possibly 2am at weekends, providing there is no trouble.
- The late night supermarkets supplying alcohol
- To limit the geographical extent of this policy would be simply displace the problem to an adjacent area and not to solve it. Any licensed premises that wish to remain open after 0100 to allow for special

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events/occasions should be required to make an individual 'one-off' application which would be judged on its merits.

- I believe that the supply of alcohol, particularly in residential areas, should be restricted between the hours of 0300 and 0900 hours.
- There is resounding evidence to show that the extension of licensing hours has had detrimental impact upon Hartlepool, its people and frontline services. Crime figures clearly demonstrate the adverse impact caused. A move back traditional licensing hours is crucial. Frontline Services are stretched in terms of managing and dealing with the aftermath of the NTE and late closures. Ideally, early closure should be achieved by Early Morning Restriction Orders or an amendment to the Licensing Act.

Question 3.1

Do you agree that the Council's licensing policy should prevent premises from operating at certain times in residential areas?

9 agree

0 disagree

Comments:

- I believe the council has a duty not only to regulate but also to educate. I appreciate the need for a thriving night and that there may be times when extensions to normal hours would be appropriate but as a general principle I would suggest that premises that are alcohol focused in residential areas should be limited to 10am to 11.30pm

Question 3.2

If so, what do you believe to be a reasonable time for the licensable activities to commence?

7am: 2 people agree with this

8am: 4 people agree with this

9am: 2 people agree with this

10am: 3 people agree with this

11am: 2 people agree with this

2am: 1 person agrees with this

Comments:

- It is my contention that premises located within residential areas should have more controls placed upon them than premises in non-residential areas. One of the concerns that I do have is that during school terms we have children walking past licensed premises and I do not believe

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that children seeing people drinking at the start of the day is the right kind of impression that we should be giving to our children.

Question 3.3

If so, what do you believe to be a reasonable time for licensable activities to cease?

Midnight: 9 people agree with this

11:30pm: 5 people agree with this

Question 3.4

Do you have any other comments you would like to make in relation to this issue?

- Midnight Friday and Saturday
- The door staff of the venues have one aim to protect their customers and property. It is a pity they cannot act as one unit. They would still be paid by their venue owner's but would have a show of solidarity and more impact and word would soon spread. Problems in any venue would be dealt with by church street staff and would require smaller police time.
- Max 2-3 closing at the weekend.
- Late night open affects other areas of town when customers travel home

Question 4.1

Are there any other comments you would like to make regarding Hartlepool Borough Council's Licensing Act licensing policy?

- To be stronger, make enquires with regards as how Middlesbrough has dealt with late night licenses as I believe they have none. Find out the differences in how they have dealt with the legalities.
- In light of people drinking at home and going out later it might be better to close clubs earlier to get people to come out earlier and go home earlier, but they have to be educated back into that culture again. It will take time.
- Personally I find no justification for sex entertainment venues. Out of principle I see them as sending the wrong message to young and old

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alike and of being detrimental to the social well being of the community. If they are not the sort of establishments we can be proud of and that we would promote on the Town's Website then I would suggest they are not the kind of establishments we want to promote through lax regulation. I would not want such an establishment in my own area so it would be wrong of me to subject anyone else to such an establishment in theirs. I would welcome the council adopting policies that limited if not excluded these venues from the Town.

- Now that the councils have been given additional powers to control the escalating problems associated with excessive alcohol consumption it is important that they should be seen to use them firmly for the benefit of the town.
- One of the benefits of the licensing act 2000 was that it allowed licensed premises the flexibility to stay open as long as there was a demand and that they would close gradually throughout the evening/early morning as trade declined. It was meant to remove the rigid 2am closing time and trouble flashpoint created by everyone leaving the pubs and clubs at the same time trying to get takeaways and taxis home. Unfortunately this gradual wind down of trade hasn't happened in Hartlepool as we have just moved closing time for the venues most associated with drunken behaviour from 2am to 4am. Although this has been beneficial in removing the 2am flashpoint it has just moved it to 4am. The one plus point here though is that the trouble is now condensed to just the one area and not spread out right across the whole town which even the police must accept is far easier to manage. Were a more staggered closing pattern established based on when people actually want to go home many of the current problems would be reduced. Anecdotal evidence provided by the police at the last licensees meeting suggested that many clubbers are hanging round Church Street, not wanting to go home but with nowhere left to go, once the late night venues had closed. This rather suggests that there is still a demand for people to stay out later than 4am, and also that this particular problem will increase significantly should earlier closing be introduced. The other big change since the pubs were allowed to stay open later is the ready availability of cheap alcohol from supermarkets. The presentation at the latest licensees meeting made it abundantly clear that this was a far greater factor in people's behaviour, health and crime rates in general than bars being allowed to stay open late. Closing the late bars early will not reverse this trend. Drink prices in late bars can be 6 or 7 times more expensive than supermarket bought alcohol. Removing the expensive drink and leaving only the cheap drink is an absolute nonsense. Early closing of all bars across the town is only likely to result in more people buying supermarket alcohol which they will now consume at home or at private parties spreading the problem right across the town and into residential areas. The bars open late at the moment don't stay open because they want to, they do it because they have to survive. Forcing them to close

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early without a) getting the traditional pubs to close at a conventional time and b) preventing supermarkets from selling alcohol irresponsibly cheaply will result in them going out of business. With jobs being at a premium in Hartlepool at the moment I am not sure how consideration can be given to risking jobs on the off chance that it might solve a problem which can be addressed in a number of other ways.

- In the days in which we live we have seen marked changes taking place in a whole host of areas which impact upon the lives of our children. The consumption of alcohol is a case in point. Alcohol is now much more affordable than it ever was and the consumption of alcohol is much more public than it ever was. The abuse of alcohol is at a greater level than it ever was. The results of this are evidenced in our newspapers and on our TVs on a daily basis. This has an effect upon our children-witness not only the stories of children consuming alcohol in our parks. This is why I view the control of licensed premises as essential but it also has to be much more than this; it revolves around how much we expose our youngsters to alcohol and how available alcohol is to them. Whilst I welcome the Council's Licensing Policy I am keenly aware that there is so much more that needs to be around the area of alcohol consumption.

Designated Area for Special Policy

