

LANCASHIRE CONSTABULARY

# Early Morning Restriction Order - Blackpool

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**T/ Chief Supt Stuart Noble**

**March 2013**

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

## **Introduction**

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

### **Costs to licensing authorities and licensees**

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

## **Methodology for Crime and Licensing Costs**

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

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

rec-crime-1990-2011

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

[4] Brand, S. and Price, R. (2000) *The economic and social costs of crime*, Home Office. See:

<http://www.homeoffice.gov.uk/rds/pdfs/hors217.pdf>

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

Statistical Bulletin 17/06. London.

[6] [http://www.hm-treasury.gov.uk/data\\_gdp\\_index.htm](http://www.hm-treasury.gov.uk/data_gdp_index.htm)

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

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

## So how does this break down for Blackpool

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

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

## Blackpool and Alcohol

### Alcohol Related Crime in Blackpool

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

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

### How crime is identified as alcohol related on the Police systems

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

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

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

## Blackpool Night Time Economy (NTE)

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

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

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

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

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

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

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

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

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

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

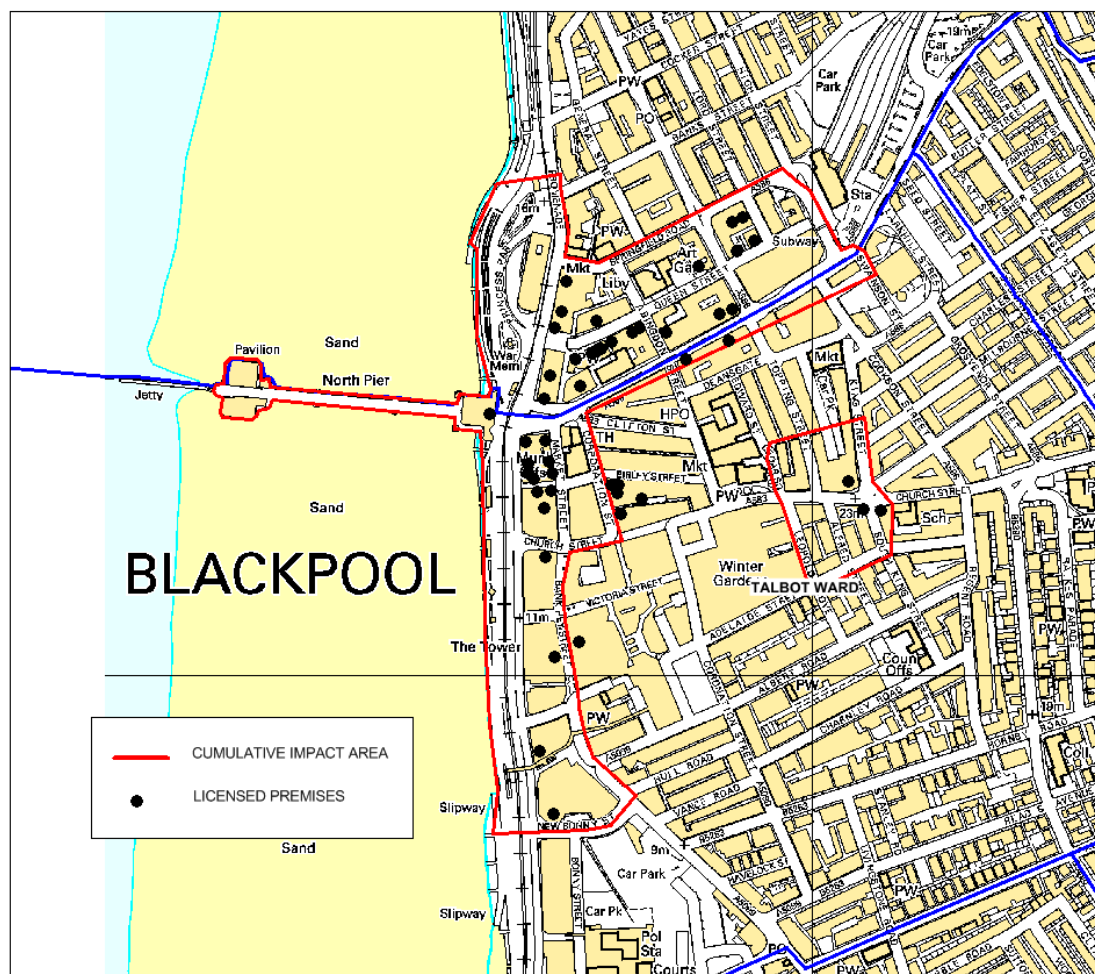
Using the analogy of providing Police officers to be on duty for a football match (a cost which would be met by the football club) but focusing on the NTE policing operation, Blackpool provides on average an additional 14 uniformed Police Constables on both a Friday and Saturday evening. These officers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



## Crime and Disorder within Blackpool NTE

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

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



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

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

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

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

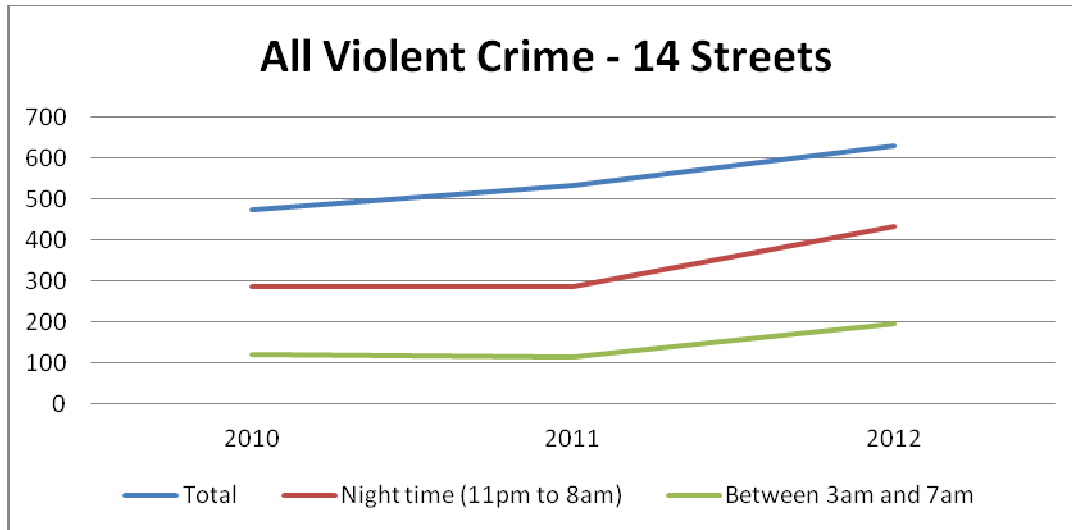
Violent Crime –

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

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

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

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

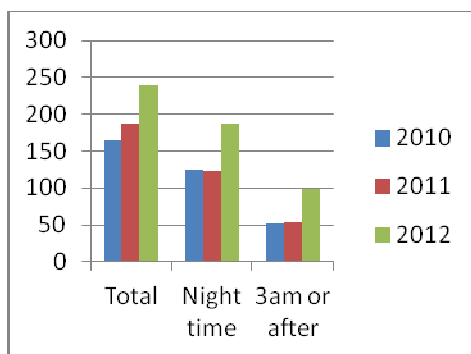


**Fig 3** – All Violent Crime figures

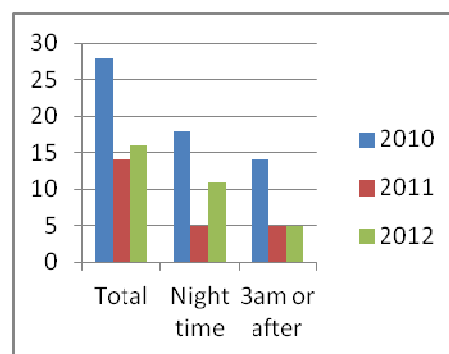
What is clearly evident from both charts is that the total number of violent crime has continued to rise on the streets highlighted year on year, and significantly over the past 12 months, violent crime associated with the NTE and post 3am is showing an upward trend.

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

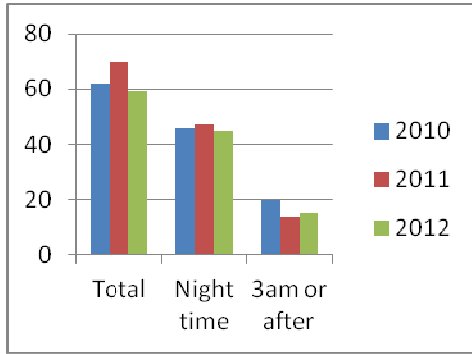
Whilst Queen Street has been shown to be problematic location for violent crime, it is by no means the only street that has issues. Research has been conducted on all 14 streets in the cumulative impact zone (CIZ), with many showing yearly violent crime increases as can be seen below:-



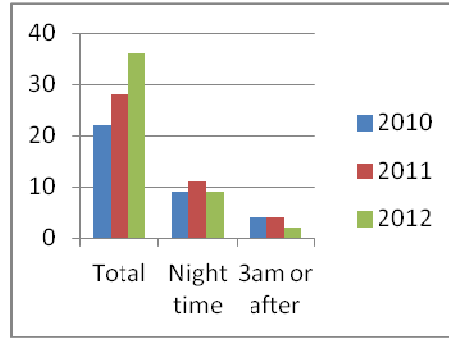
**Fig 4** – Violent crime - Queen Street



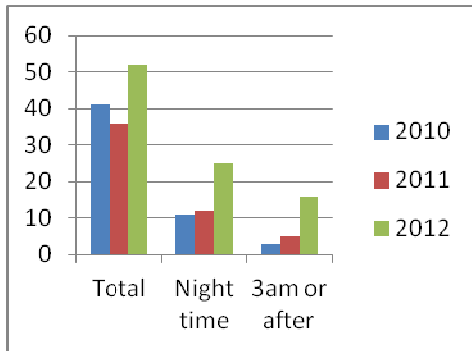
**Fig 5** – Violent Crime - Springfield Road



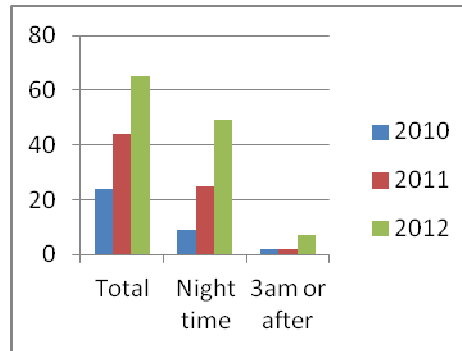
**Fig 6 – Violent Crime - Promenade (CM)**



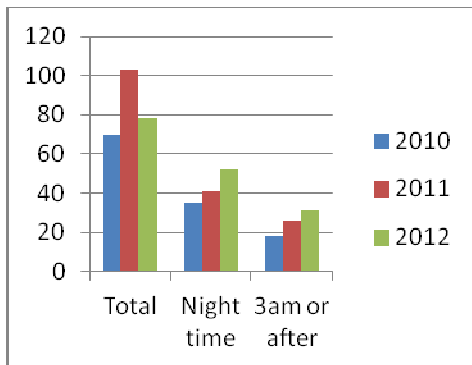
**Fig 7 – Violent Crime - Promenade (T1)**



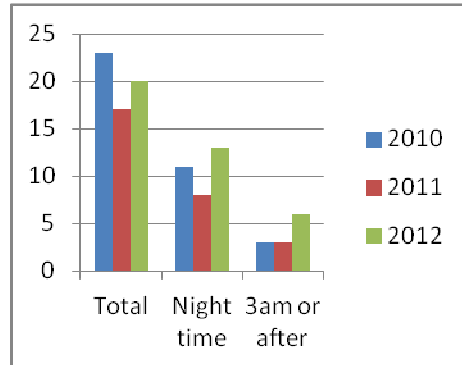
**Fig 8 – Violent Crime - Bank Hey Street**



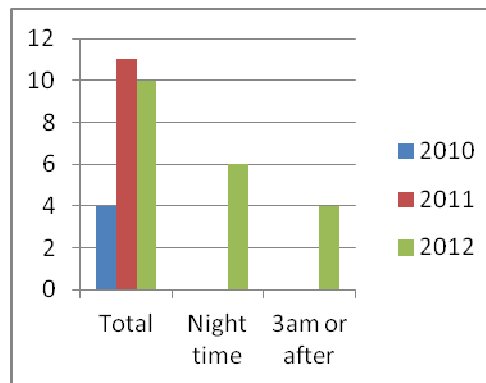
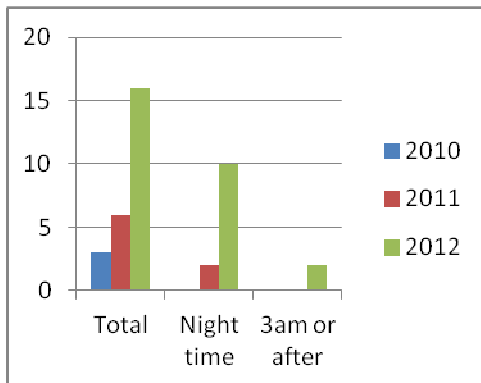
**Fig 9 – Violent Crime - Market Street**



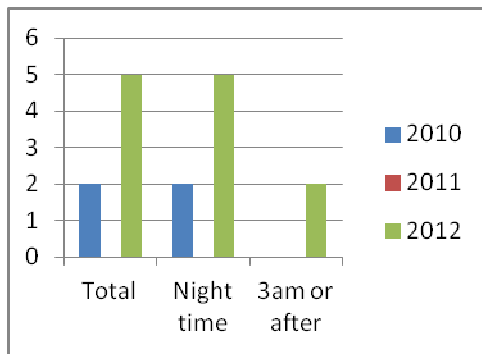
**Fig 10 – Violent crime - Dickson Road (CM)**



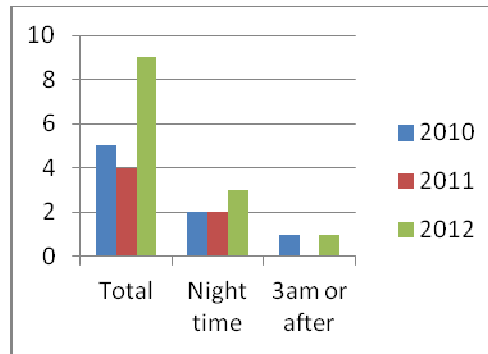
**Fig 11 – Violent Crime - Talbot Road (T1)**



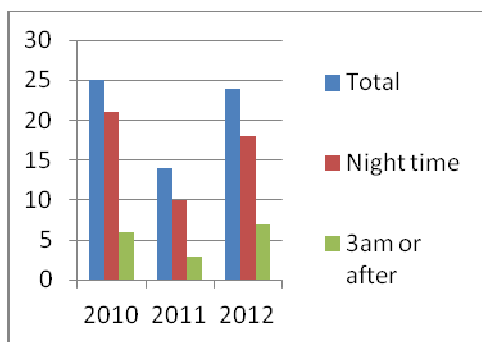
**Fig 12 – Violent Crime - West Street**



**Fig 13 – Violent Crime - Corporation Street**

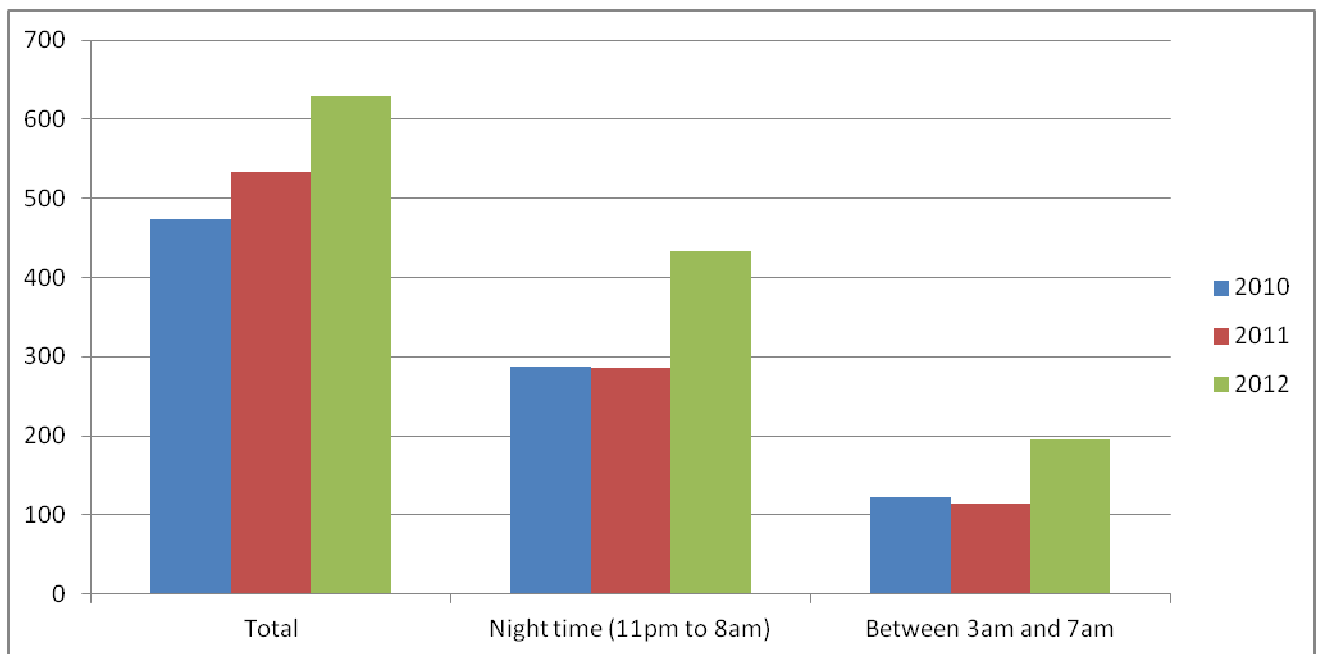


**Fig 14 – Violent Crime - Abingdon Street (CM)**



**Fig 15 – Violent Crime - New Bonny Street**

**Fig 16 - Violent Crime - The Strand**



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

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

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

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

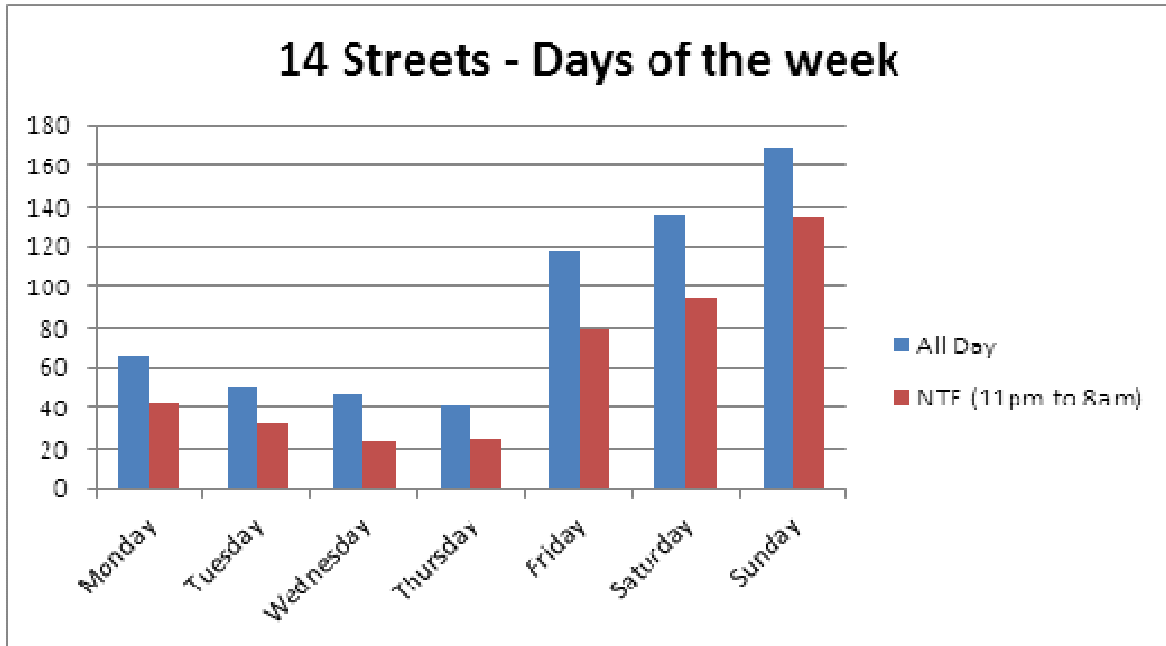
When the cumulative figures for the more serious offences are placed in to the Home Office 'cost of crime' calculator, analysis is able to estimate that violent crime in the NTE on the 14 streets cost £3,332,906 as can be seen below

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

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

**Days and Times of the Week (Violent Crime)**

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

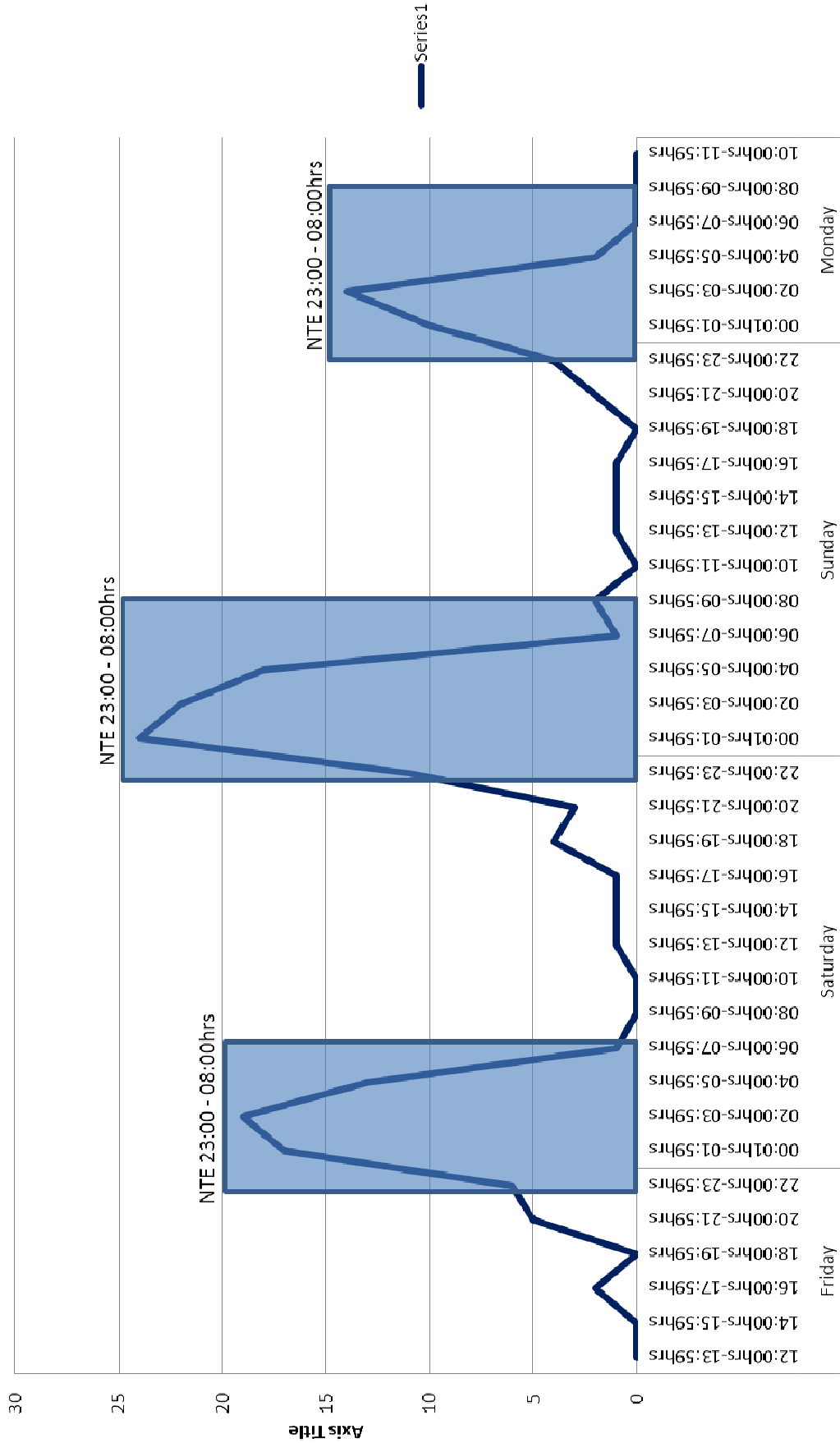


**Fig 19 – Violent crimes recorded within the CIZ in 2012 shown daily breakdown**

**Hours of the day (All Violent Crime)**

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

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





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

**Associated crime in the Night Time Economy (NTE)**

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

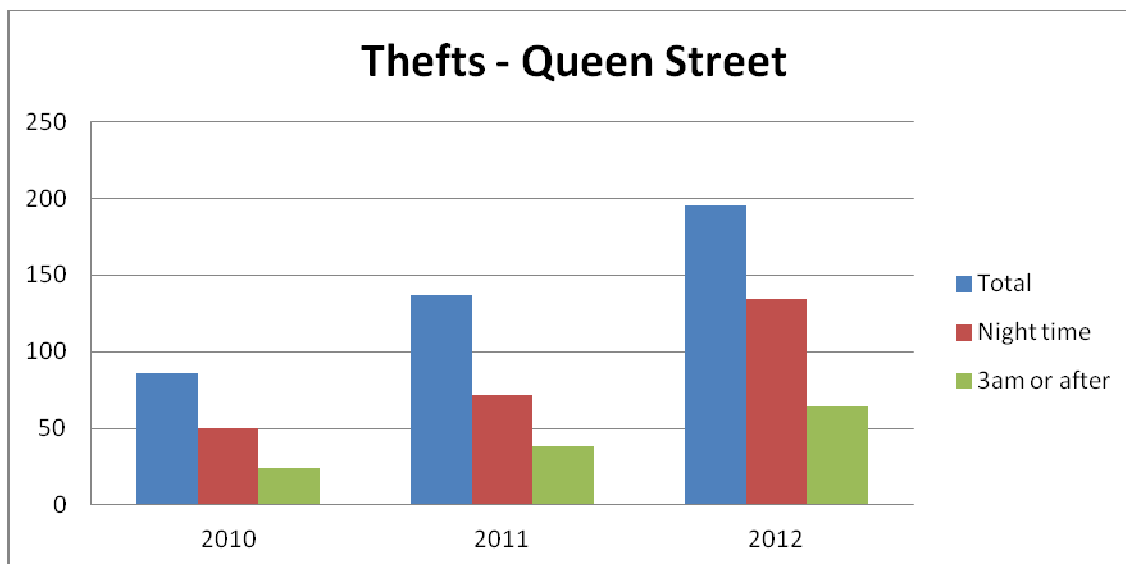
All Blackpool Central – Thefts

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

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

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

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

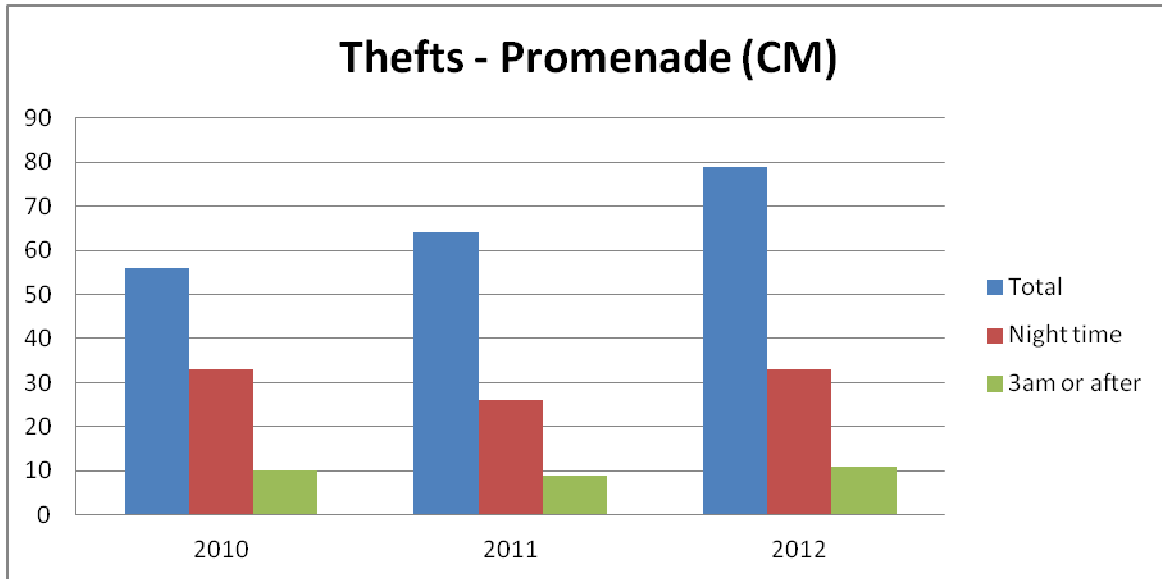


**Queen Street - Theft and Handling**

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

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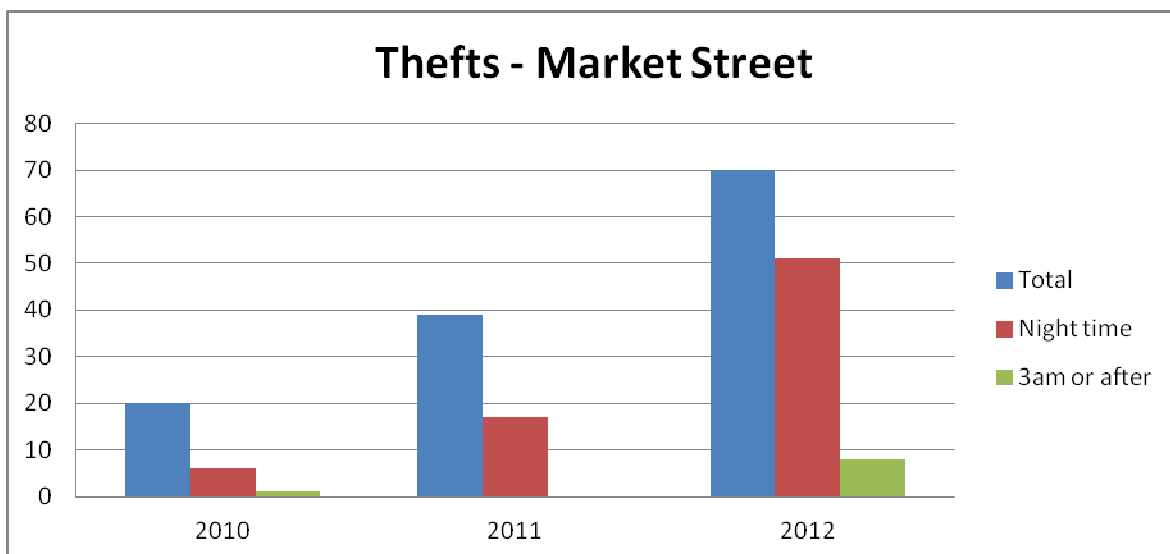
**Fig 22** – Thefts committed in Queen Street over 3 year timeframe



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

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

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



**Market  
Street -  
Theft and  
Handling**

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

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

**Calls for service to Lancashire Constabulary**

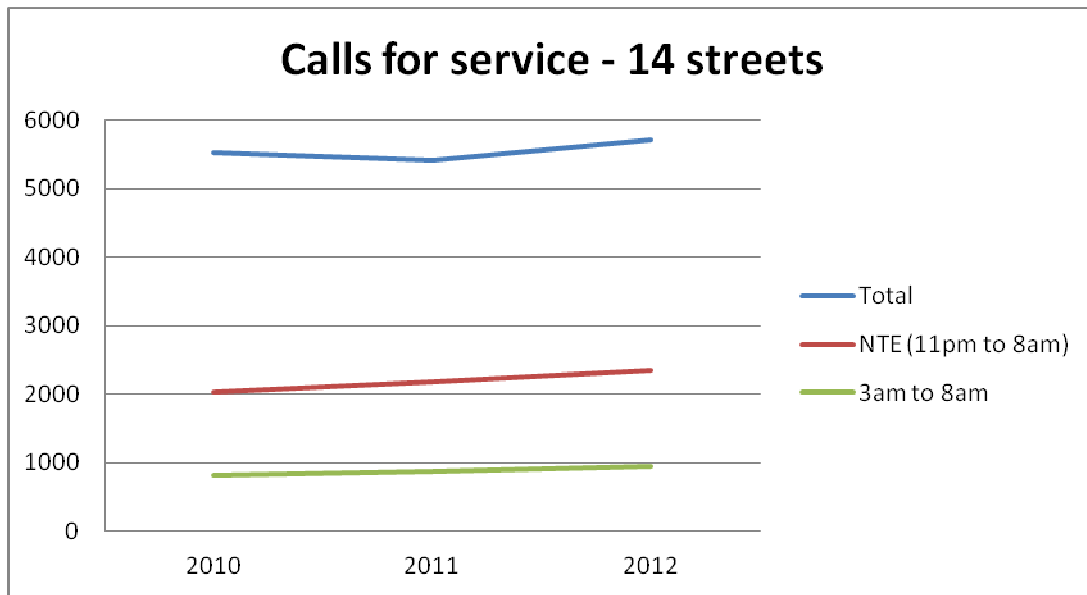
Prior to deploying to an incident, be it reported by a member of the public or a Police officer, an incident log should be created within the forces control room outlining the circumstances of the incident. This should contain a chronological record of all activity relating to the incident. In some cases,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

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

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

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

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



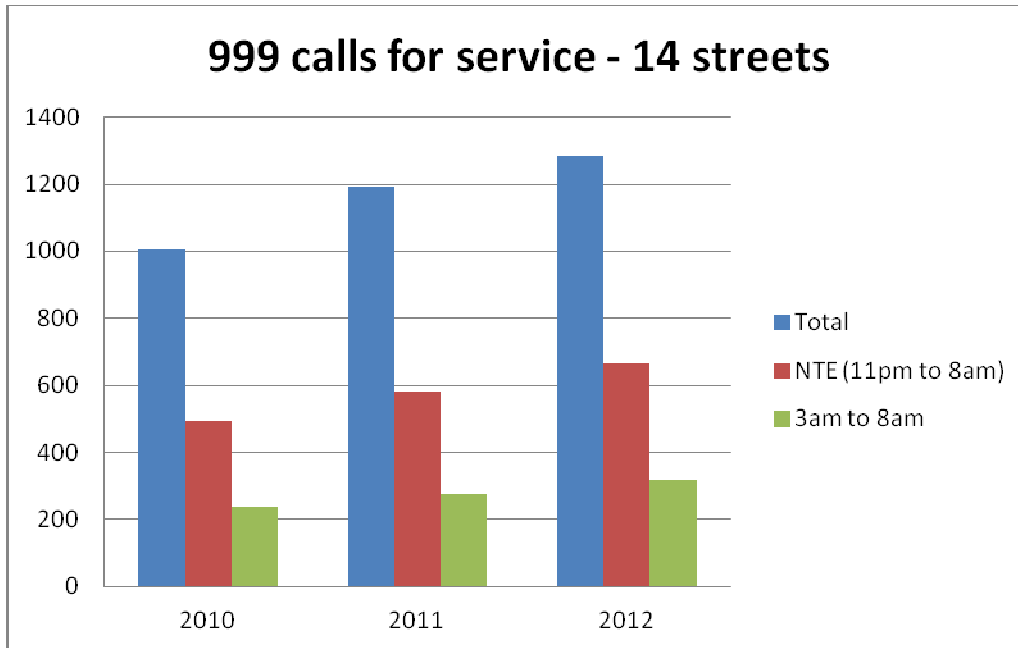
**Fig 26** – illustrates that calls for service in the NTE and post 3am are increasing whilst calls for service in 2011 showed a reduction.

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

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

**999 Calls on 14 Streets**

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



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

## Blackpool Custody Office Data

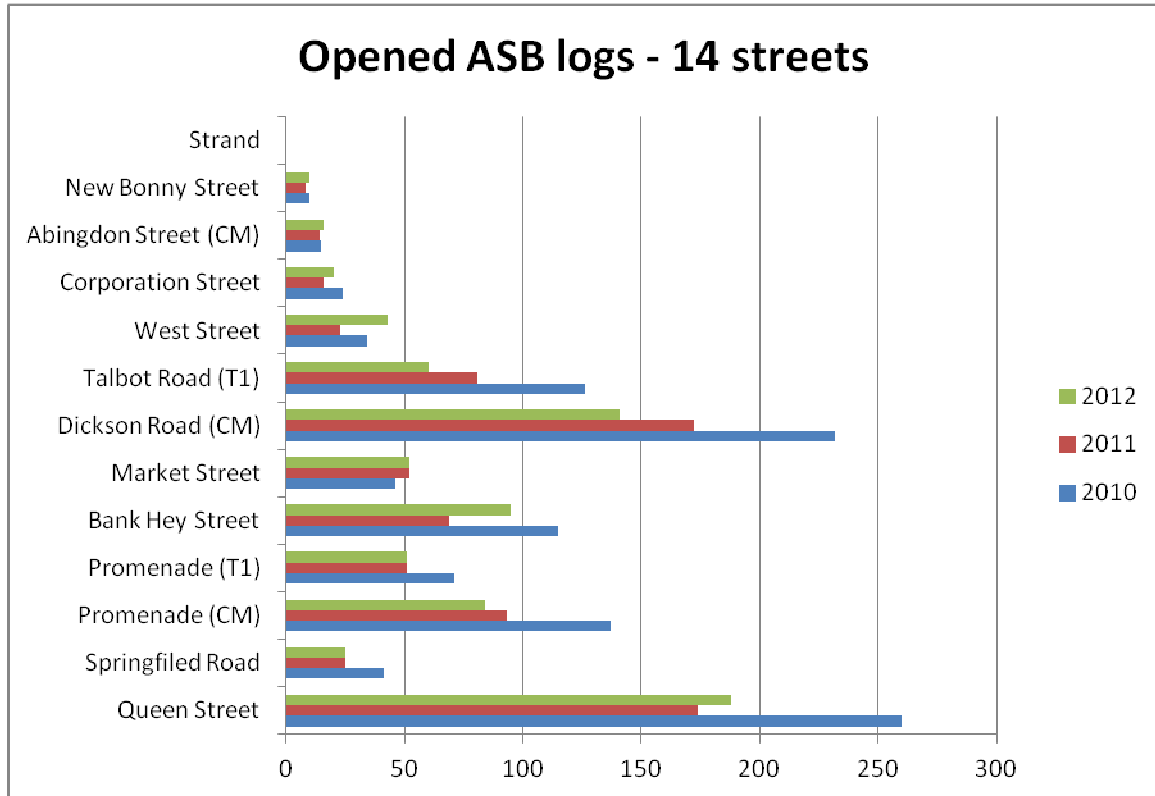
Blackpool Custody office is located within the main divisional headquarters on Bonny Street Blackpool and caters for detained persons in Blackpool, Fylde and Wyre. Within the custody officer, there are 41 detention rooms along with interview rooms and a number of associated offices. In order for the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

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

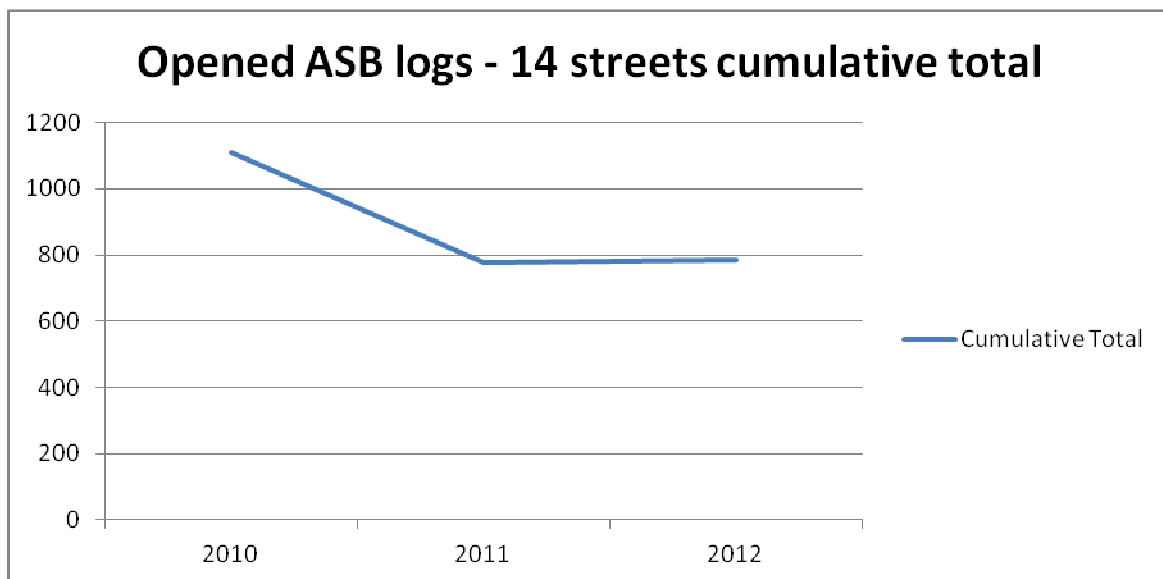
- 13235 or 83% are male
- 15277 or 96% are classed as code 1 (white British)
- 2781 or 17.5% are aged between 11 and 19, 5664 or 35.7% are aged between the ages of 20-29, 3652 or 23 % are aged between 30 and 39 and 2541 or 16 % are aged between 40 and 49.
- Disposal
  - 1232 given adult caution (7.7%)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

## ASB calls for service (Antisocial behaviour)

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



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



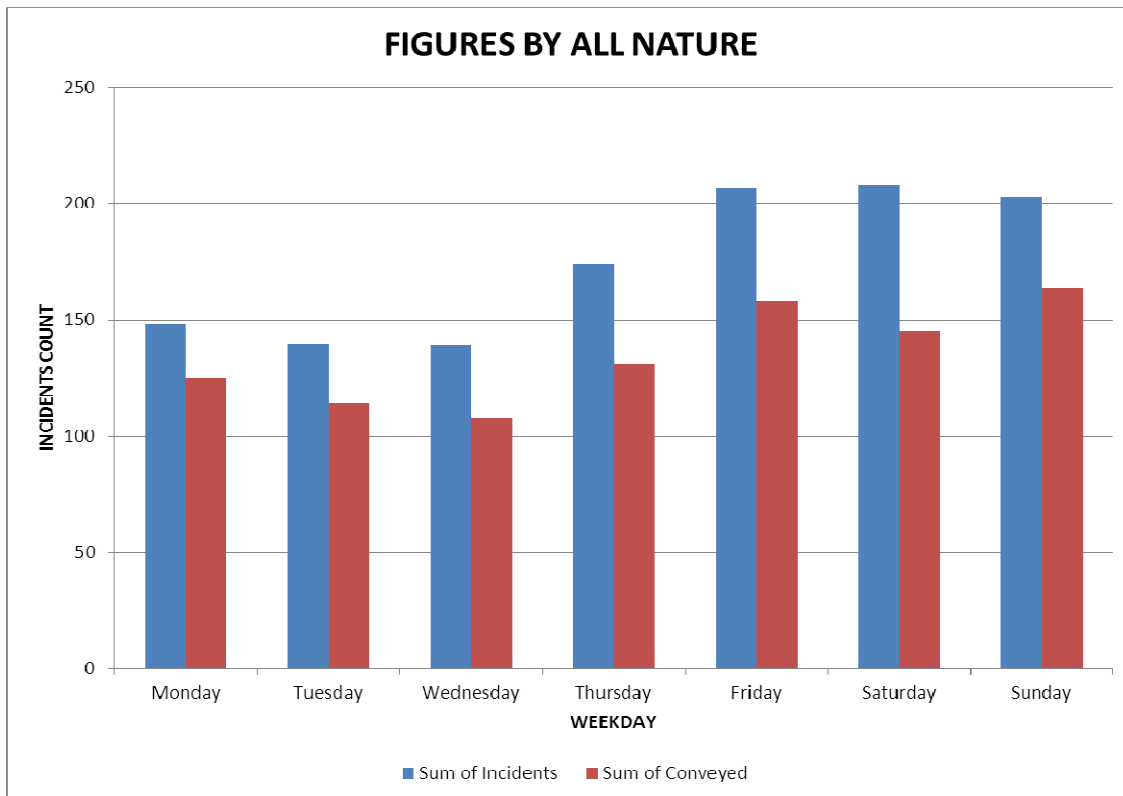
**Fig 29** – outlines the cumulative number of opened calls for service graded as ASB over the previous 3 years on the 14 streets.

## North West Ambulance

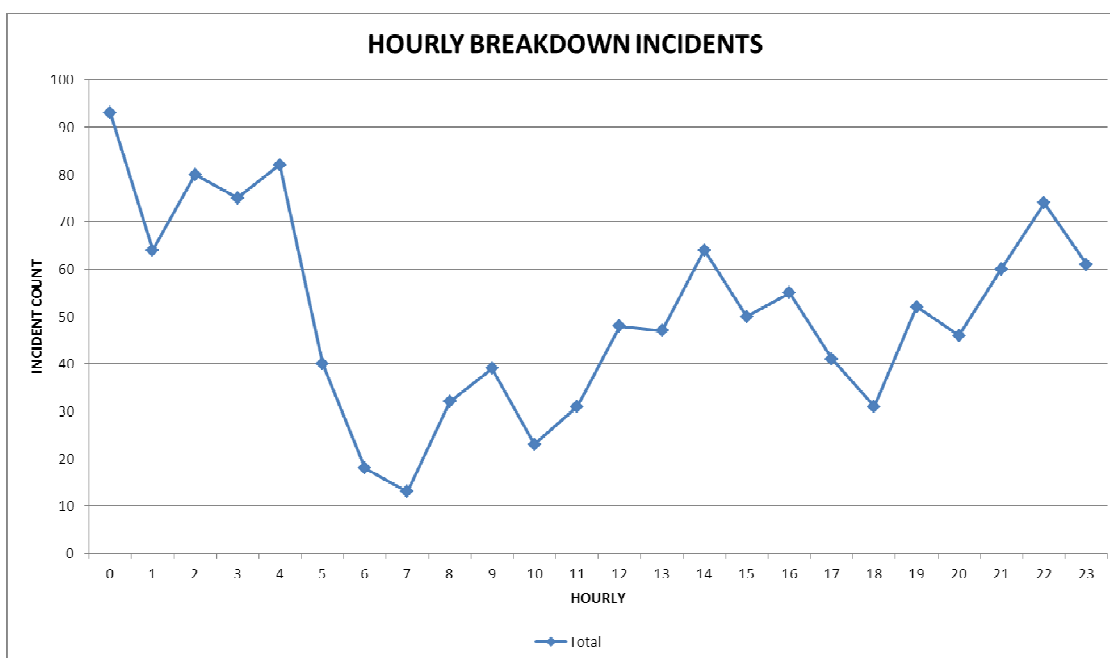
The following charts, provided by North West Ambulance Service, illustrate demand for medical services within the streets identified over a 4 year timeframe.

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

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



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



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

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



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

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

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

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

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

David Rigby – North West Ambulance Sector Manager

## **Blackpool Victoria Hospital Trauma Intelligence Data**

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

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

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

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

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

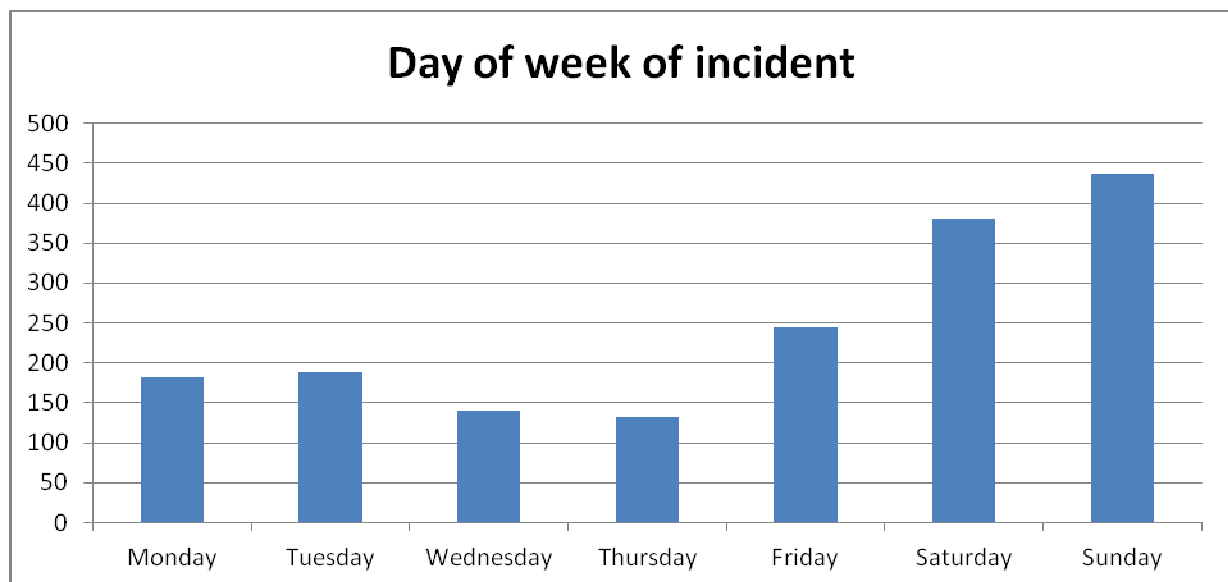
recorded. After 03:00 all the assaults taking place in or near licensed premises are occurring at the top of Queen Street.

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

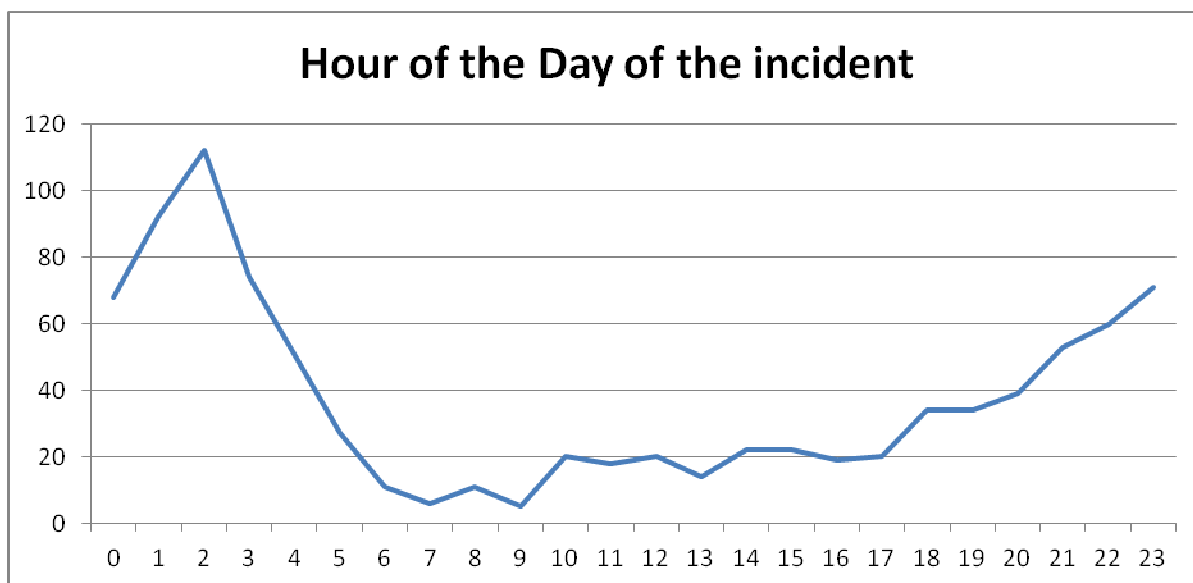
**Fig 32** – Assaults within licensed premise and times committed

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

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



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



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

Steve Morton - Alcohol Harm Reduction Policy Officer, Blackpool NHS

## Summary

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

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

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

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

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

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

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

1/ Prevention of crime and disorder

2/ Increase public safety

3/ the Prevention of public nuisance

T/Chief Supt Stuart Noble