Problem profile:
Defining and understanding violence in the night time economy in Cleveland

Crest

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Introduction

To inform commissioning and support the development of targeted interventions, the Cleveland Unit for the Reduction of Violence (CURV) commissioned Crest Advisory to produce a problem profile on the night-time economy (NTE)

In its first year of funding the Cleveland Unit for the Reduction of Violence (CURV) **commissioned 24 interventions**, with the view to **prevent and reduce serious violence locally**[1]. One of these interventions was **specific to the NTE in Hartlepool.** As well as commissioning these interventions, CURV also provided **each local authority** with **funding** to **support their NTE crime prevention plans.** In total, **£148,662.97 was provided** to Hartlepool, Redcar and Cleveland, Stockton and Middlesbrough[2]. A further **£42,120** was provided as part of uplift funding from the 2022-23 CURV budget.

To help **inform further commissioning** and support the **development of targeted interventions** aimed at reducing serious violence related to the night-time economy, **CURV commissioned Crest Advisory** to **produce a problem profile.**

The aim of the problem profile was to:
- Create a **shared definition** of the night-time economy, identifying the **types of violence that occur, where and when they occur, and who is most affected.**
- Identify the **greatest risks** that need to be reduced to improve NTE activity.
- Develop a baseline understanding of **perceptions of fear and safety.**
- Develop a baseline understanding of the **harm caused and economic impact of NTE violence.**
- Create a more **rounded picture of NTE activity** through sustainable data sharing across partners.
- Understand the **impact of the NTE on service demand** (e.g. on the police)

To accomplish this, Crest conducted quantitative analysis on partner data, disseminated a user and stakeholder survey, and held interviews and focus groups

Quantitative analysis	We conducted quantitative analysis on local partner data. This included data from Cleveland Police, South Hospital Trust, and licensing data from each of the local authorities as well as publically available land use and venue data
Interviews	Interviews were conducted with individuals from statutory services such as North East Ambulance Service, Cleveland Police and Cleveland Fire Brigade. Further engagement was held with licensing teams from each of the local authorities in Cleveland.
Focus groups	Focus groups were held with staff that worked in licensed premises in Middlesbrough and Stockton.
Stakeholder Survey	We conducted a survey aimed at NTE stakeholders such as licensing managers, license holders, and people who work in NTE venues to understand how they perceive violence and safety and identify focus group participants.
User Survey	We conducted a survey of users of the night-time economy to better understand feelings of fear and safety. The survey was only completed by 81 respondents, and so very few details from the survey are used in this report

Executive Summary

Key findings - 1

NTE hot-spots

Data from Cleveland police, licensing teams from the four local authorities, open data on venues, and land use data were combined to create a holistic, evidence-based identification of the night time economy (NTE) areas across Cleveland. When analysing the pattern of incidents and offences in and around these areas, it was clear that a broader area should be used to understand and manage NTE violence, and a 'buffer' area was added to the definition. These are shown on the figure opposite.

Both the quantitative analysis of licensed and unlicensed venues as well as qualitative engagement with stakeholders clearly demonstrated that NTE challenges were not focussed solely in licensed premises; the issues must also be addressed in the streets and the wider locality, as incidents occur in nearby areas as people disperse late at night.

NTE hot-times

Both police incident (and offence) data and hospital admittance data show clear peaks in demand on Friday and Saturday evenings in particular, though there are a significant number of incidents throughout most afternoons. When focussing on incidents within the NTE areas identified, the evidence suggests that 6pm to 6am should be used as a broad definition of NTE 'hot-times' though in some instances it may be sensible to focus this even further on Friday and Saturday nights specifically.

Night-time economy areas - Cleveland
NTE areas with spatial buffers

Core NTE area
NTE buffer area
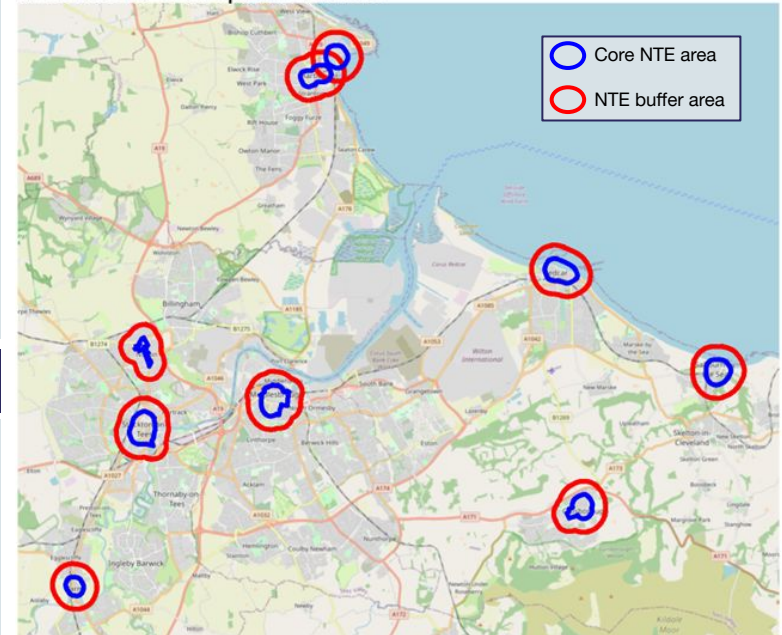
Key findings - 2

Victim and offender characteristics	Stakeholders felt there was no clear profile of the 'typical victim' or offender. Most stakeholders highlighted that victims and offenders spanned a wide age range, though there are differences in profiles based on when in the evening people are around. Older cohorts of individuals were identified by stakeholders as being in the NTE earlier in the evenings, while younger individuals are entering NTE areas much later at night. These perceptions were reinforced by the police and hospital data which show a clear transition through the night - from older individuals who are more likely to be victims, offenders, or attend hospital before midnight, to younger individuals who appear in the data after midnight. Stakeholders felt that the Covid-19 pandemic had created a cohort of young people who are now entering the NTE without any previous experience or exposure to it, and who struggle to understand what acceptable behaviour looks like. This, coupled with a loss of experienced door staff and other people who used to manage conflict in the NTE, has exacerbated the challenges of dealing with violence in the NTE.
Types of violence and offending	A substantial proportion of the offences committed before midnight on Friday and Saturday nights are violence without injury offences. As the night continues though, offences are more severe, with violence with injury becoming more prevalent, and the number of attendances at hospital for assault increasing significantly. Although assault was the main driver of hospital attendances after midnight, particularly with 18-34 year olds, there were still a significant number of alcohol related injuries - particularly for the older age cohorts. Stakeholders were clear that a lot of the offending was driven by alcohol and drugs, but also that weapons are more prevalent in the NTE now than they were before and this is also contributing to substantially more harmful offending. A culture of violence, and the feeling that individuals need to protect themselves, is fueling these incidents and creating more harm.

Key findings - 3

Impact on businesses	The general decline in the NTE over the past ten years, combined with substantial cuts to services such as the police and ambulance service has created a substantial challenge for addressing violence in the night time economy. License holders do not feel they have the resources to implement the safety measures they would like to. They also feel like the services are not supporting them as fully as they should. In contrast, the data suggests that the police and hospitals are dealing with an unmanageable demand across the region, particularly on Friday and Saturday nights (when there can be significant delays in responding to calls), but that the volume of incidents is relatively high from late morning through to the early hours of the next day on a near continuous basis. The wider cost of living crisis has made (low) drink pricing a critical component of drawing in potential customers, but stakeholders largely recognised the challenge that this also led to binge drinking and incidents that sometimes became violent.
Impact on NTE users	Stakeholders felt that the older cohort in particular was leaving the NTE earlier or not venturing out because of fear of violence. Media reports, social media, and word of mouth are all believed to have a significant impact on the likelihood of individuals to go out into the NTE or head home early, and a negative incident at a venue can substantially reduce customer numbers for a long period of time. The cost of living crisis has also led to many people 'pre-drinking' before going out (more so than was previously the case). This further impacts on venues and their ability to survive and results in many potential customers arriving into NTE areas already significantly inebriated. Safety measures that some venues have put in are potentially discouraging potential customers as the fear of violence is so substantial that stakeholder believe the sight of security processes or equipment might suggest the venue is not safe.

Summary of recommendations

Defining the NTE

- A broad definition of the locations and times of the NTE should be used to ensure adequate coverage for any analysis, intervention, or evaluation. The nine areas, including the 500 metre buffer, and the times of 6pm to 6am every day, should be used.
- This does not preclude the use of more targeted times and spaces for specific interventions.

Where to focus

- Stakeholders were clear that a range of approaches will be needed as the challenges are not restricted to particular locations. The wider strategy will need to encompass venues and their surroundings to be successful.
- Interventions should not only target where NTE venues are located - the areas and directions people disperse to are also important to address - particularly in the major town centres.

Who to focus on

- The range of demographics that are engaging in violence in the NTE makes it difficult to efficiently target a high-value cohort. However, there was significant agreement that alcohol and drugs were widespread issues. A focus on properly managing drunk individuals should be taken.
- The different age profiles through the night suggest a different approach will be necessary to address issues before or after midnight.

What to do

- License holders feel let down by services - repairing that relationship, demonstrating the wider challenges, and showing them that services are delivering as best they can with current resources may help generate greater engagement with interventions.
- Focus groups with license holders in Middlesbrough and Stockton delivered significant insight and replicating this locally in Hartlepool and Redcar would be a valuable exercise.
- Perceived increases in aggressive begging and hateful abuse could further explored by engaging NTE stakeholders as well as hostel/temporary accommodation providers.
- Alcohol pricing is an issue and one that has been well researched in the past. The partnership should consider what can be done to dis-incentivise price discounting or increase prices.

Context of the NTE

The partnership has faced a challenging resource and demand situation for an extended period and this could impact the effectiveness of the response to violence in the NTE

Services face significant resource constraints

Across Cleveland, services are facing significant resource constraints that limit their ability to respond to violence in the NTE. In particular, Cleveland Police faces a shortage of PCSOs (53% decline since 2010) that hampers engagement with the NTE. This mirrors a wider trend nationally where the average number of PCSOs in forces has dropped 50% since 2010.

*"The neighbourhood policing team, even now it's starting to get some more numbers, is **half the size it was back in 2010**."* - Hartlepool Community Safety Stakeholder

This is not limited to Cleveland Police, as the North East Ambulance Service (NEAS) faces significant demand for its services. This has knock on effects on other services that rely on a response from NEAS.

"There are times that the increased demand on ambulance services at operational incidents… I am trying to avoid saying the words 'we are waiting for an ambulance' but in summary, that is what it is."

- FRS Stakeholder

Total officers and Police Community Safety Officers (PSCOs) for Cleveland Police (FTE), September 2010 to September 2022

Legend: ■ Total officers   ■ PCSOs

(Chart values shown: 190, 1,694, 1,429, 90)

12
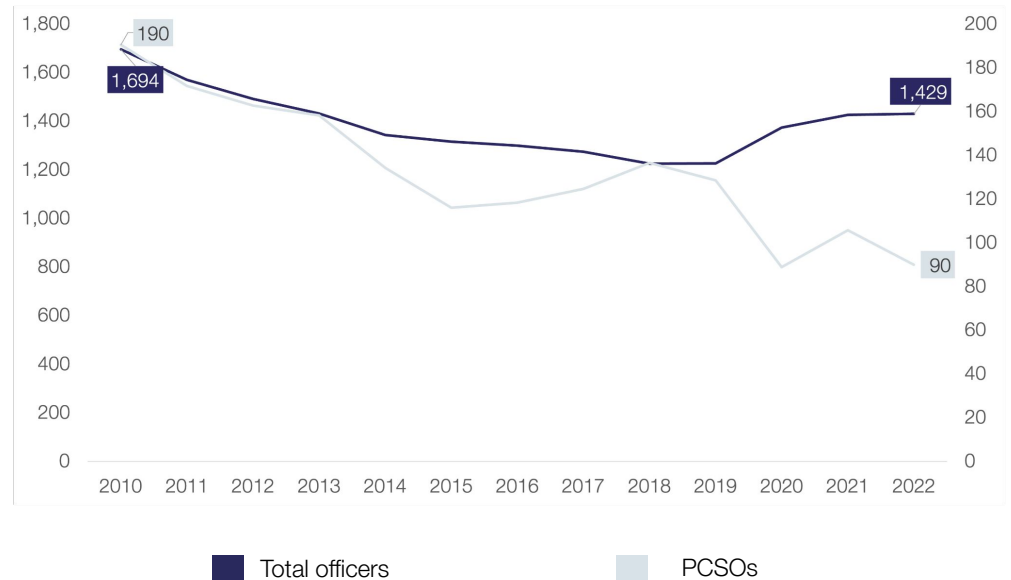
Long-term decline in the NTE across Cleveland has left venues struggling to resource a robust response to violence. This has been further catalysed by the Covid-19 pandemic which has seen experienced staff leave the NTE.

The NTE is diminished in size and this could limit the ability of venues to prevent and respond to violence

While there were clear differences across areas, there was general consensus among the stakeholders we spoke to was that the NTE was less prosperous than previously. Despite a short post-Covid-19 boom there has been a longer term decline, in some places going back up to 10 years. Stakeholders felt this could be having an effect on the level of violence in the area and how venues can respond to it.

*"With the cost of living crisis that is going on at the minute, people aren't spending as much when they are coming into the venue so that burden of responsibility, **burden of cost**, is being felt more than it usually would."*
- Middlesbrough Licensee

*"It has taken a big hit... [10 years ago] the night-time economy was busy and large and vibrant and as time has gone on it has reduced in scale and size and it has **certainly taken a huge hit** since Covid."*
- Hartlepool Community Safety Stakeholder

*"You'll find that **you'll have one, possibly one and a half, good weekends during a month** where people will come out and be spending any significant amount of money in the night-time economy"*
- Cleveland Police Stakeholder

Behavioural standards and the experience of dealing with poor behaviour have both suffered due to Covid-19

A number of factors have made the NTE more difficult to manage for venues:
- There has been a breakdown in behavioural norms caused by a cohort of young people turning 18 during the pandemic and having no experience of the NTE and expected behaviours
- Trends around leisure activities and economic pressures have changed the clientele of the NTE.
- Many experienced door staff changed career and some stakeholders saw this as another challenge to managing disorder

*"A lot of door supervisors had moved on… we had a situation where we had 18 months worth of teenagers who had turned 18 during lockdown, who all of a sudden got dropped on these teams of **inexperienced door staff**."* - Middlesbrough Licensee

*"You had almost 3 generations of these people who had attained the **age of 18 suddenly descending on licensed premises and not being familiar** with… how they should behave… that had a huge impact"* - Cleveland Police Stakeholder

Some areas of the NTE have seen a better recovery than others, but stakeholders broadly agreed that it is unlikely to reach previously levels in the near term

Licensees we spoke to in Middlesbrough felt the area bounced back well from the Covid-19 pandemic, although it was seen as unlikely to return to pre-pandemic levels. In Stockton, venues that host events and stay open later have seemed to recover better than traditional pubs and bars. People are attracted by specific events that require a ticket purchase.

The situation in Hartlepool and Redcar was seen as more challenging by the stakeholders we heard from.

"*Middlesbrough has been a bit of a success story [compared to other cities]... Middlesbrough wanted to party as soon as the doors reopened, we had queues, it was bustling. It will never be as good as it was, I have been in Middlesbrough for 23 years, but it had a good vibe.*"
- Middlesbrough Licensee

"*I think it started before the pandemic, people changing behaviours potentially not going out or staying at home… the pandemic certainly didn't help and I'm not sure they'll ever get back to pre-pandemic levels.*"
- Stockton Licensing Manager

"*Very different for our premises that put on events… those still seem to have a good trade. It's the other premises, your normal pubs, that seem to be sporadic.*"
- Stockton Licensing Manager

"*There are pubs closing all the time… so I would say money is a major issue.*"
- Redcar and Cleveland Licensing Manager

Defining the night-time economy:
Hot-spots

Crest

We have used land use, licensing, police, and OpenStreetMap data to define the geographical bounds of the night-time economy
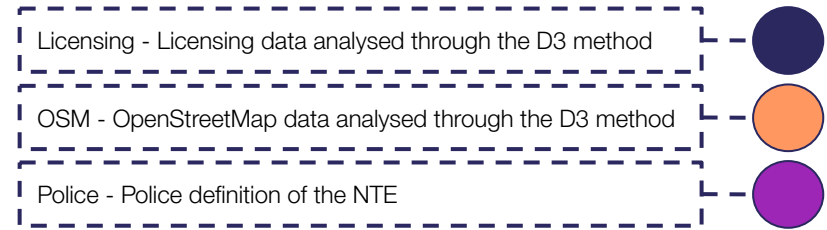
In order to **define NTE areas and times**, we have combined:
- Stakeholder understanding of safety in the NTE,
- Service demand data from the police and hospitals,
- Police-defined NTE areas, and
- An algorithmic technique called the D3 method

The D3 method was used to produce NTE areas in two ways - one based on licensing data, and a second output based on OpenStreetMap data*. Both also incorporate land-use data.

Further details on the methods and steps involved are included in the appendix.

Throughout this report we present these geographic definitions of the NTE:

Licensing - Licensing data analysed through the D3 method

OSM - OpenStreetMap data analysed through the D3 method

Police - Police definition of the NTE

The D3 method is designed to delineate downtown business districts in smaller communities** and provides a systematic way of using the locations of different business establishments to define the night time economy. The method involves three steps.

1. **Plot business establishments on a map and calculate the relative density of establishments for the entire area.**
2. **Identify locales with adjacent, high-density areas and aggregate these.**
3. **Select groupings of establishments according to density, size, and centrality, to create the final definition.**
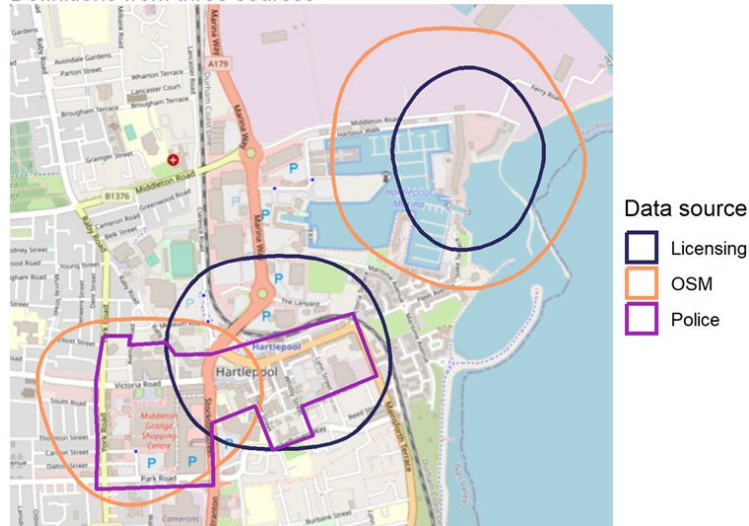
* When identifying areas from licensing data, only licensed premises are included. The OSM approach includes any of the following venue types: bar, casino, fast food, gambling, nightclub, pub, restaurant.
**Van Leuven, A. J. (2022). *A Method for Defining Downtown Business District Boundaries in Pre-Automobile Towns and Cities.*

The D3 method identified two NTE areas in Hartlepool, which together identify a similar area to the one used by Cleveland Police. An additional area of the Marina was also identified

Night-time economy areas - Hartlepool
Definitions from three sources

Data source
- Licensing
- OSM
- Police

Using the D3 method with licensing data, provided by Hartlepool Borough Council, has clearly identified the area to the south of the Marina has an area of interest. Using a broader range of venues* 'scraped' from Openstreetmaps has additionally identified the area to the west of the A689 around the Middleton Grange shopping centre. Together, they largely overlap the area used by Cleveland Police to define NTE activity.

The recreational and retail areas in the Marina were identified as a potential area of NTE activity. At this point, the analysis is not taking account of activity - only the clustering of certain businesses, but we will return to this when looking at times and incidents later.

"It used to spread over a wide area. It technically stretches from Church Street over Church Square to Victoria Road, you have got Avenue road, you have got York Road, which is all through the town centre in a very linear layout with Church Square as the linch pin in the middle. At one point the whole night-time economy was busy but now you find you have got effectively a bit on one end that is busy and a bit on the other end and there is not a lot going on in the middle anymore."
- Hartlepool Community Safety Stakeholder

Police qualitative insights highlighted a common path followed by those using the NTE which would begin in the Marina area where groups might meet for food or drinks and work down through Church Street, ending in the town centre where the bars with the latest opening hours are.

* When identifying areas from licensing data, only licensed premises are included. The OSM approach includes any of the following venue types: bar, casino, fast food, gambling, nightclub, pub, restaurant.

For Middlesbrough, the licensing and OSM NTE areas are almost identical, and very closely match the police area of interest

Night-time economy areas - Middlesbrough
Definitions from three sources

Data source
- Licensing
- OSM
- Police
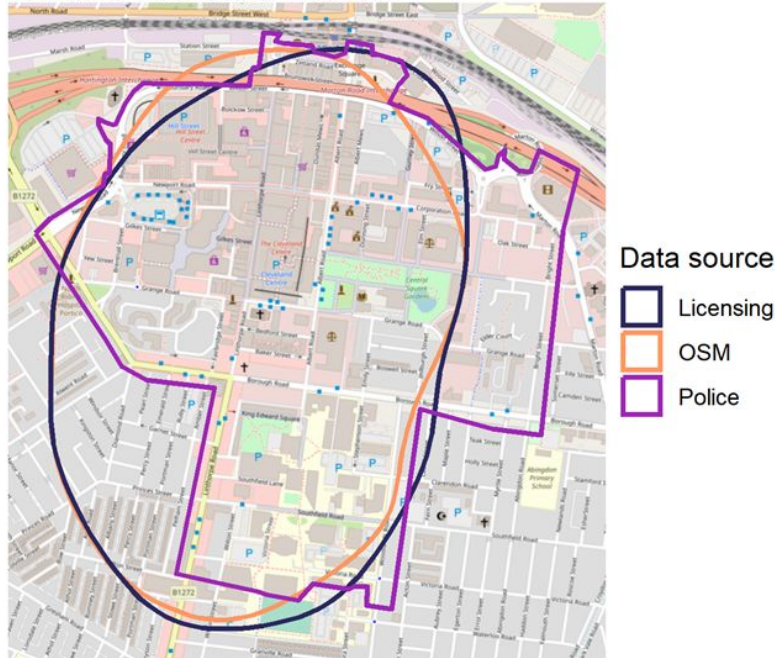
All three approaches to identifying NTE areas produced a similar boundary covering the town centre. It was the only area identified but it represents a significant proportion of NTE activity across Cleveland and has a high density of establishments such that violence in one venue or street can significantly impact on other venues.

*"If there is any violence in an establishment, it causes a **domino effect**. Haven't seen any violence in their venue but heard about it in the surrounding area. "*

- Middlesbrough Licensee

* When identifying areas from licensing data, only licensed premises are included. The OSM approach includes any of the following venue types: bar, casino, fast food, gambling, nightclub, pub, restaurant.

Redcar and Cleveland is the only local authority to have three distinct areas each identified through at least two different approaches

Night-time economy areas - R & C (all)

Definitions from three sources
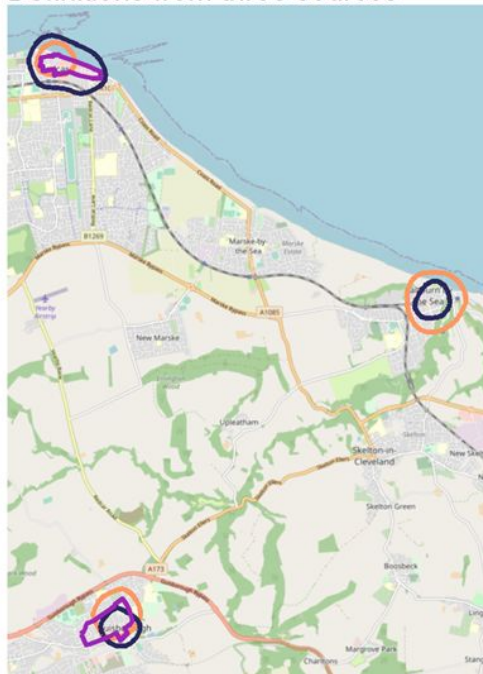
Data source
- ☐ Licensing
- ☐ OSM
- ☐ Police

Three areas were identified through both licensing and OSM approaches, reflecting the reality of Redcar and Cleveland's more dispersed population centres which were also discussed by stakeholders (see later sections).

The individual areas are shown more closely on the next slide.

Two of the areas - Redcar and Guisborough - were identified by all three data sources. The area of Saltburn-on-Sea was identified as an NTE area with both the licensing data and the OSM data.

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All three areas across Redcar and Cleveland are substantially smaller and more contained than the other local authority NTE areas and present a potentially distinct challenge given their more remote characteristics.

Within Redcar, a number of new microbar venues around Station Road was identified by stakeholders as having recently changed the dynamics of the area, attracting a distinct group of patrons compared to the more established Redcar High Street.

Night-time economy areas - Redcar
Definitions from three sources

Data source
- Licensing
- OSM
- Police
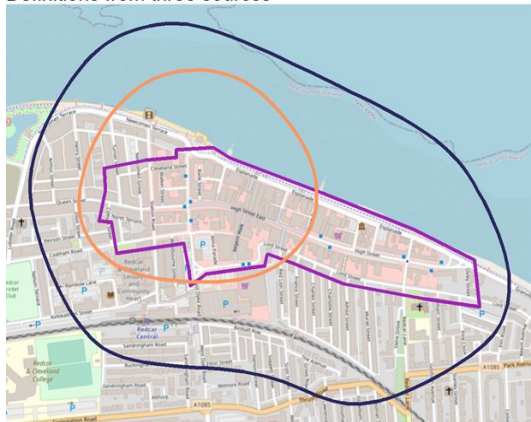
Night-time economy areas - Guisborough
Definitions from three sources

Data source
- Licensing
- OSM
- Police
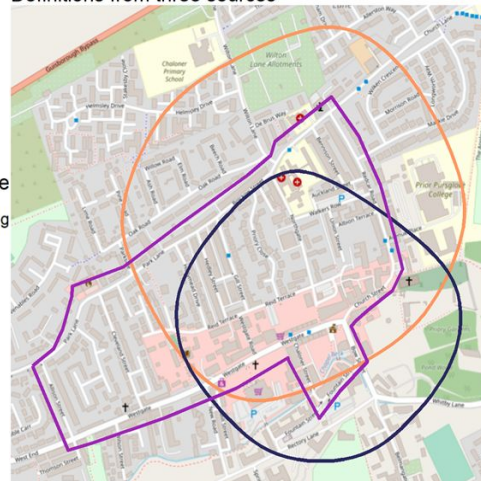
Night-time economy areas - Saltburn
Definitions from three sources
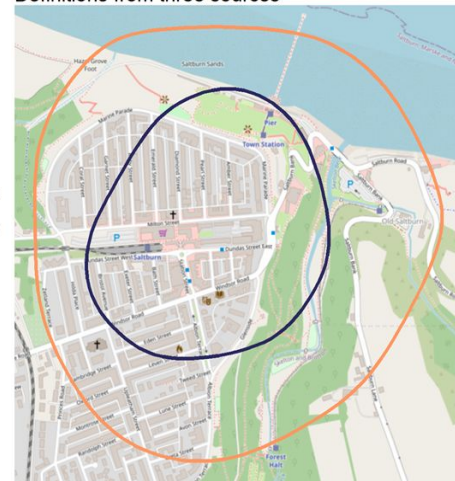
Data source
- Licensing
- OSM

"The busy place would be Redcar town centre, but within Redcar we have a new area called Station Road where all these new microbars have emerged… the trendy people go to Station Road and the not so trendy people go to Redcar High Street."
- Redcar and Cleveland Licensing Manager

* When identifying areas from licensing data, only licensed premises are included. The OSM approach includes any of the following venue types: bar, casino, fast food, gambling, nightclub, pub, restaurant.

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The D3 method identified Stockton Town Centre and Yarm, though the police also focus on Norton which should remain within the NTE definition for this reason.

Night-time economy areas - Definitions from three sources

Night-time economy areas - Yarm Definitions from three sources

Night-time economy areas - Stockton Definitions from three sources

Data source
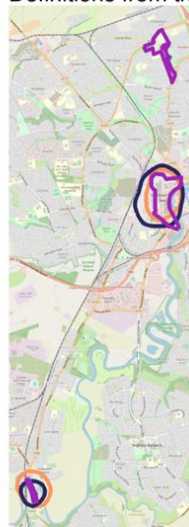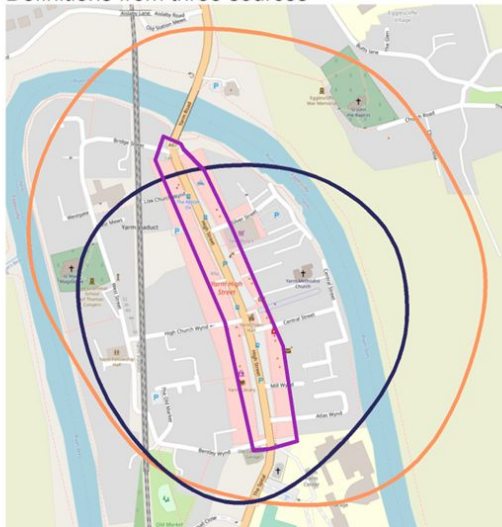- Licensing
- OSM
- Police

As with Middlesbrough, there is substantial overlap of all three results covering Stockton town centre. The police boundary is more tightly focussed on the retail area, while the licensing boundary stretching significantly further west into the more residential area. Yarm is much smaller area and the larger boundaries created by the D3 algorithm are a factor of the way it works - the focus should clearly be on the main street.

Stakeholders also highlighted that the Yarm and Norton attract different demographics that lead to differing issues in terms of violence and disorder.

"Stockton is a little bit different where we have 3 busy areas in the borough… so we have busy areas in Stockton town centre, Yarm High Street and Norton High Street. The **clientele is very different between those 3 areas** as well." - Stockton Licensing Manager

* When identifying areas from licensing data, only licensed premises are included. The OSM approach includes any of the following venue types: bar, casino, fast food, gambling, nightclub, pub, restaurant.

Looking at police incidents, there are other areas of significant demand but these do not coincide with night-time economy venues and as such are not included within this analysis.

Police incident hotspots - Middlesbrough
All incidents December 2020 to November 2022

Police incident hotspots - Redcar and Cleveland
All incidents December 2020 to November 2022
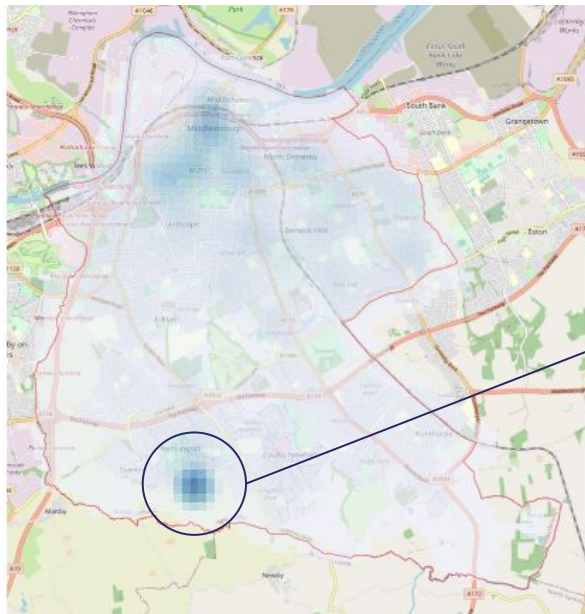
Areas excluded from this analysis as they do not cover substantial areas of night-time economy focussed venues.
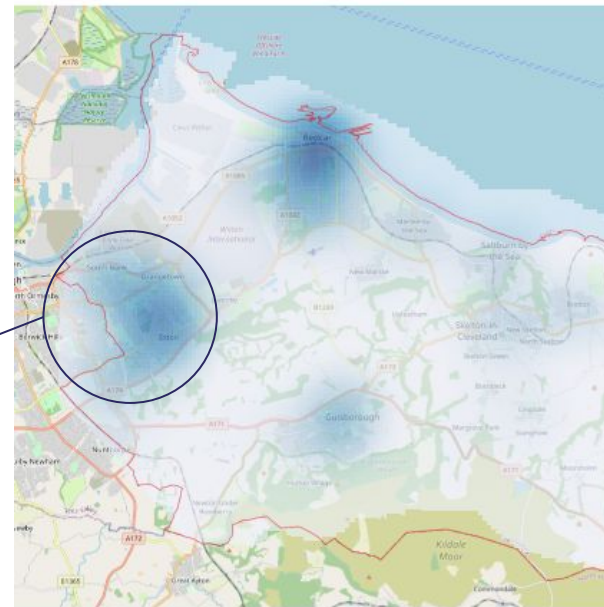
Incidents in and around the night-time economy

A substantial number of incidents happen within 500 metres around the core NTE activity zones and should be considered as part of the wider NTE impact

This is more prevalent in the larger towns - with Hartlepool, Middlesbrough, and Stockton town centres seeing substantial volumes of incidents within this 'buffer' area (details are shown in the following slides).

Incidents by hour, split by NTE area and buffer
All incidents: December 2020 to November 2022
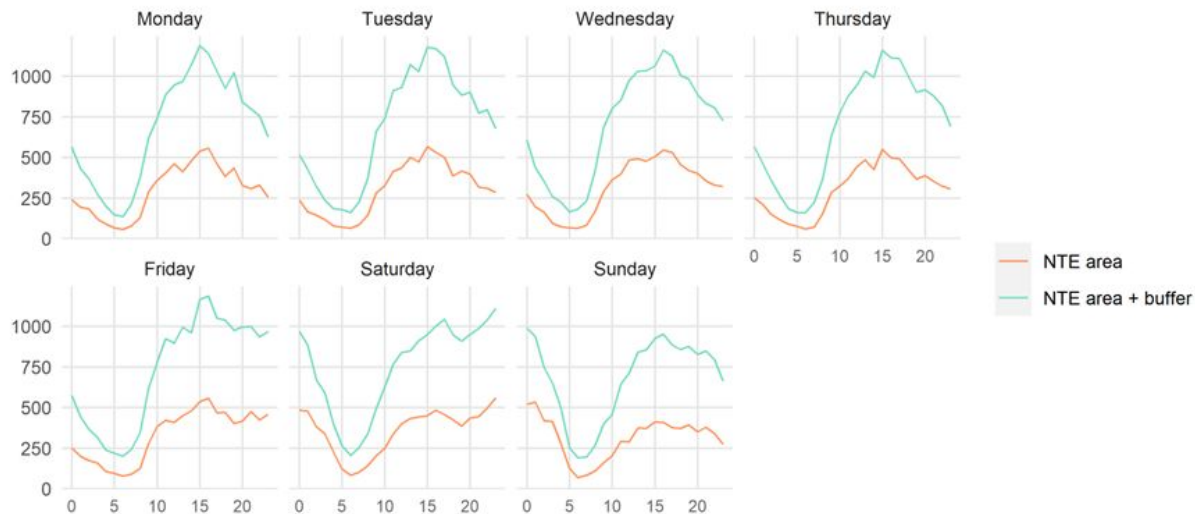
Cleveland Police recorded a total of 448,628 police incidents in the Cleveland area between December 2020 and November 2022.
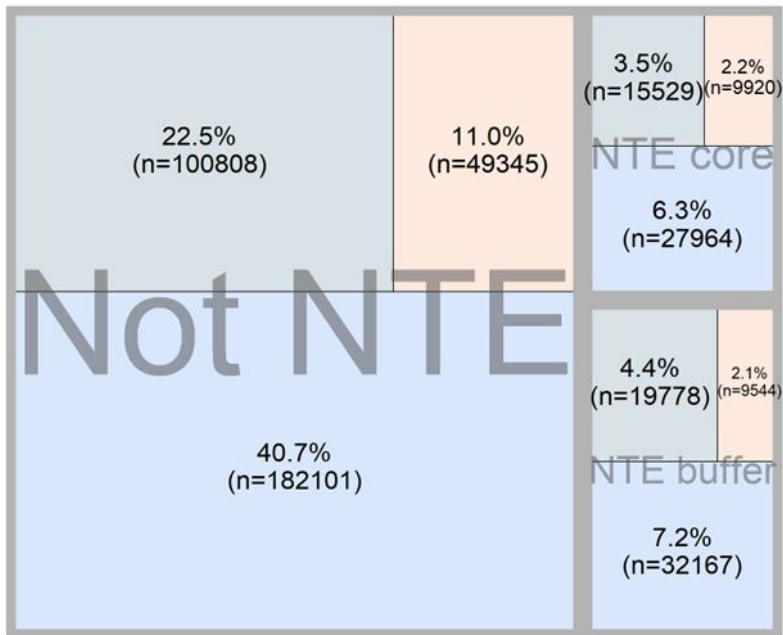
12% of these are within the core NTE areas identified (which is 0.9% of the total area of Cleveland)

26% are within the NTE areas and 500 metre buffer (which is 4.5% of the area of Cleveland)

Incorporating the times and days of the incidents shows that 2.2% of all police recorded incidents happened within the NTE core areas on a Friday and Saturday night

Distribution of ALL incidents across Cleveland by time and NTE areas

December 2020 to November 2022

22.5%
(n=100808)

11.0%
(n=49345)

3.5%
(n=15529)

2.2%
(n=9920)

NTE core

6.3%
(n=27964)

Not NTE

40.7%
(n=182101)

4.4%
(n=19778)

2.1%
(n=9544)

NTE buffer

7.2%
(n=32167)

Daytimes

Fri+Sat nights

Sun-Thurs nights

A similar proportion of all incidents are happening in the buffer area, accounting for a further 2.1% of all incidents.
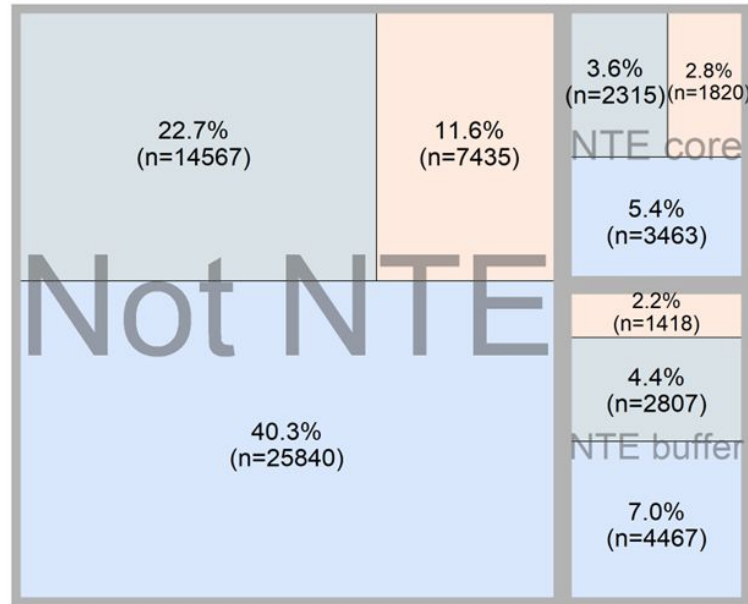
Looked at another way, of all incidents happening on a Friday and Saturday night just over a quarter of them (28%*) are happening within the NTE core + buffer areas. Those this is only slightly above the proportion of incidents on other nights that happen in these areas (26%) and those happening in the daytime (25%) - highlighting that the demand on the police is significantly clustered within these areas which represent less than 5% of the Cleveland area as a whole.

Daytimes are defined as 6am to 6pm and nights are 6pm to 6am. The rationale for these times will be covered in the next section.
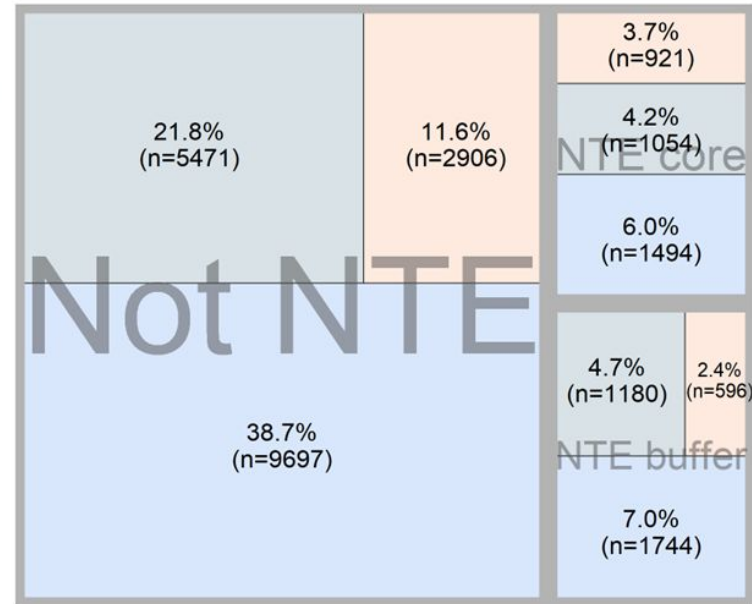
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* (2.2+2.1)/(2.2+2.1+11)

Looking only at offences, the proportions do not change substantially, but when focussed on Serious Violence, the proportion is higher on Friday and Saturday nights in NTE core areas

Distribution of all OFFENCES across Cleveland
December 2020 to November 2022

Not NTE

- 22.7% (n=14567)
- 11.6% (n=7435)
- 40.3% (n=25840)

NTE core
- 3.6% (n=2315)
- 2.8% (n=1820)
- 5.4% (n=3463)
- 2.2% (n=1418)

NTE buffer
- 4.4% (n=2807)
- 7.0% (n=4467)

Distribution of all Serious Violence OFFENCES across Cleveland
December 2020 to November 2022

Not NTE

- 21.8% (n=5471)
- 11.6% (n=2906)
- 38.7% (n=9697)

NTE core
- 3.7% (n=921)
- 4.2% (n=1054)
- 6.0% (n=1494)

NTE buffer
- 4.7% (n=1180)
- 2.4% (n=596)
- 7.0% (n=1744)

Legend:
- Daytimes
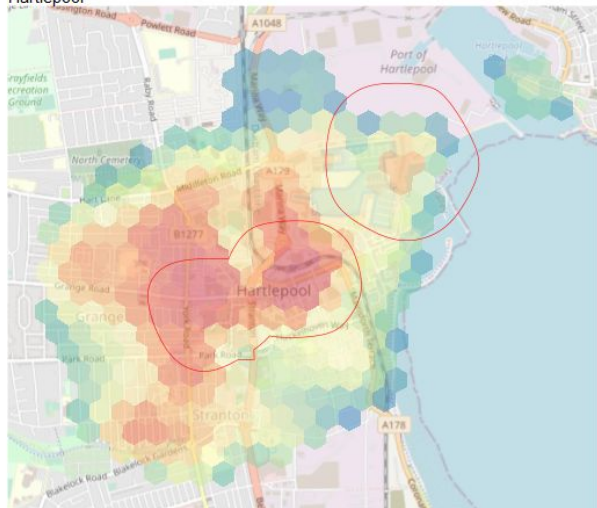- Fri+Sat nights
- Sun-Thurs nights

The importance of this buffer is particularly evident in the larger towns and should be included in any analysis or evaluation of NTE-based interventions.

In Hartlepool, a large number of incidents and offences happen to the north west and south west of the core NTE area.
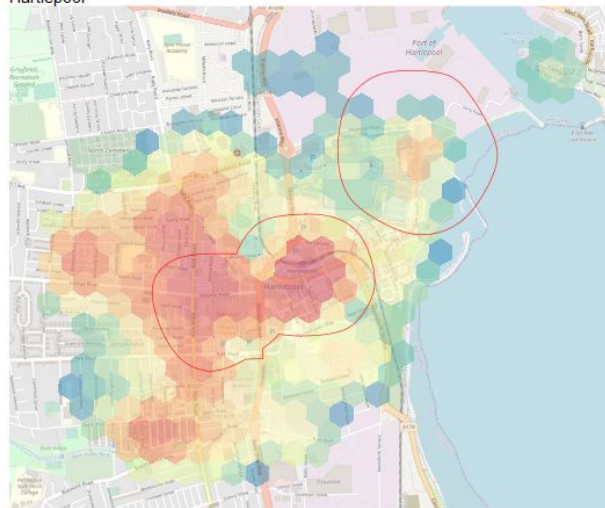

Night-time economy police incidents
Hartlepool

Night-time economy police offences
Hartlepool

NTE core area. Incidents and offences occurring between 6pm Friday and 6am Saturday or 6pm Saturday and 6am Sunday

Many events

Few events

Each map represents the **distribution**, not **volume** of events so comparisons of volume should not be made across maps.

Stakeholders in Hartlepool noted that the NTE is in very close proximity to the some of the most deprived and highest crime areas in the town, meaning that there was a significant possibility of cross over between the areas in terms of incidents. These areas are also associated with serious and organised crime that fuels violence in the area.

"You have got the town centre which is the night-time economy area and literally bordering that, walk off the high street and you are in the terraced streets and those are all our low demand, high crime, acquisitive crime, drug use areas. So there isn't a clear divide between our drug problem on one estate and our night-time economy, they literally butt up against each other." - Hartlepool Community Safety Stakeholder

* Darker areas within the buffer indicate where there were higher volumes of offences while lighter areas indicate fewer offences

27

Middlesbrough, similarly has a substantial amount of demand generated in the vicinity of the core NTE area

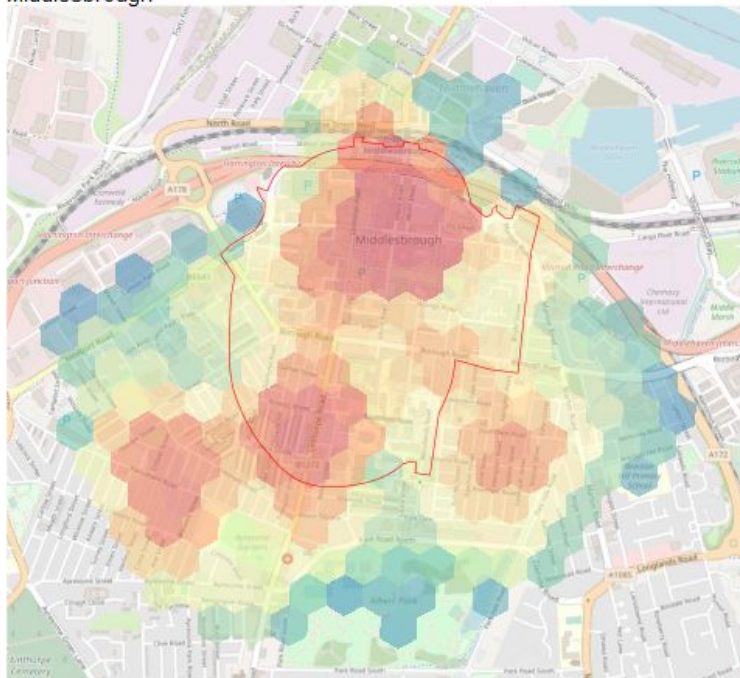
Night-time economy police incidents
Middlesbrough
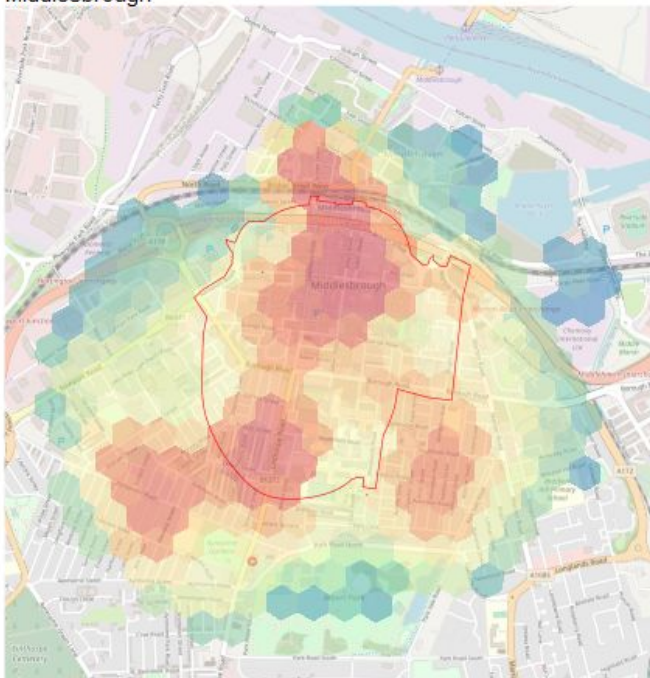
Night-time economy police offences
Middlesbrough

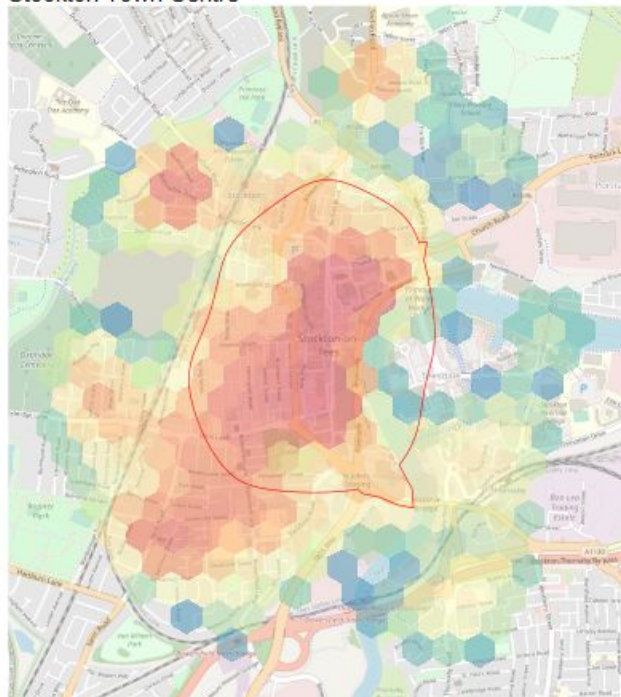NTE core area. Incidents and offences occurring between 6pm Friday and 6am Saturday or 6pm Saturday and 6am Sunday

Many events

Few events

Each map represents the **distribution**, not **volume** of events so comparisons of volume should not be made across maps.

28

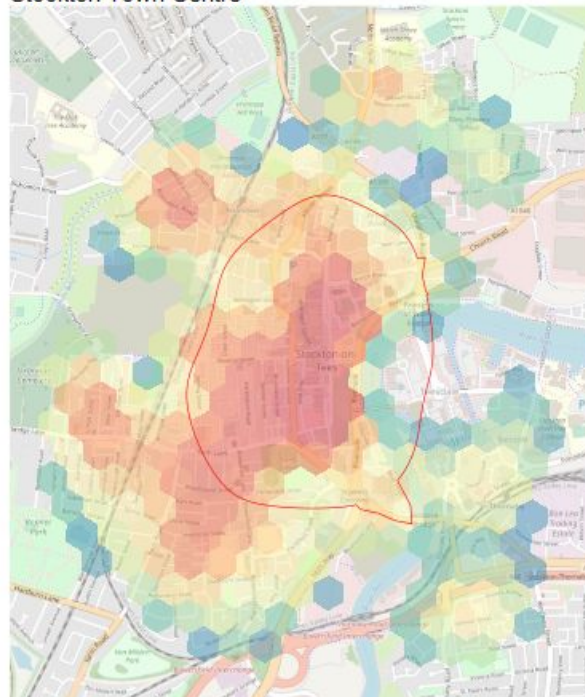# In Stockton, a significant number of incidents and offences also occur to the south east of the main NTE area

Night-time economy police incidents
Stockton Town Centre

Night-time economy police offences
Stockton Town Centre

NTE core area. Incidents and offences occurring between 6pm Friday and 6am Saturday or 6pm Saturday and 6am Sunday
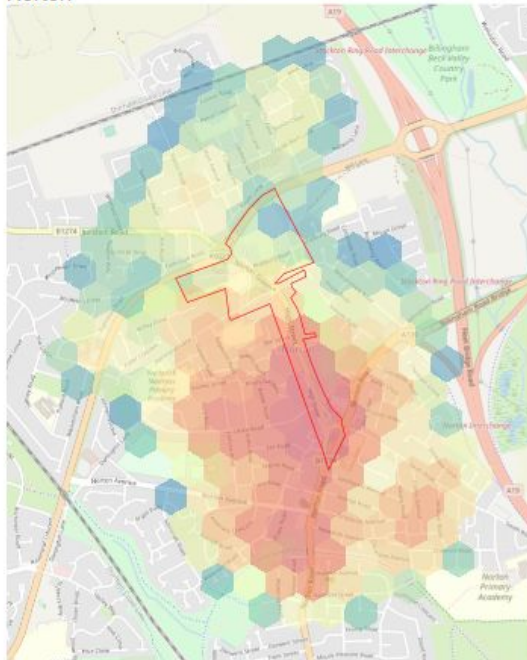
Many events

Few events

Each map represents the **distribution**, not **volume** of events so comparisons of volume should not be made across maps.

29

A high number of incidents are reported in Norton on Friday and Saturday nights, but they are not significantly clustered within the police-defined NTE area
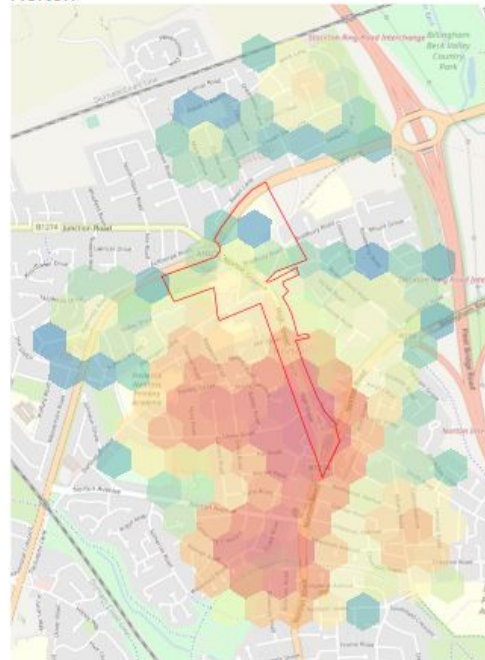
Night-time economy police incidents
Norton

Night-time economy police offences
Norton

Norton is the only area identified by the police which is not also identified through the D3 method for defining NTE areas. A substantial number of incidents reported to the police on a Friday and Saturday night are in the vicinity of the NTE area but not confined to the police boundary.

The 500 metre buffer creates a much larger area than the more narrowly defined police boundary, but over the two year period of analysis **644** incidents (and 106 offences) were recorded in the buffer area compared to **181** incidents (and 33 offences) in the core NTE area (again, looking only at Friday and Saturday nights), demonstrating that the demand is not concentrated with the core NTE area

NTE core area. Incidents and offences occurring between 6pm Friday and 6am Saturday or 6pm Saturday and 6am Sunday

Many events

Few events

Each map represents the **distribution**, not **volume** of events so comparisons of volume should not be made across maps.

In comparison, police demand in Yarm is much more focussed on the high street, as might be expected given the geography of the area

Night-time economy police **incidents**
Yarm

Night-time economy police **offences**
Yarm

— NTE core area. Incidents and offences occurring between 6pm Friday and 6am Saturday or 6pm Saturday and 6am Sunday

Many events

Few events

Each map represents the **distribution**, not **volume** of events so comparisons of volume should not be made across maps.

31

Redcar's demand is understandably more contained given the more compact nature of the town

There are some incidents outside of the core NTE area, though criminal offences are largely captured by the core NTE boundary.
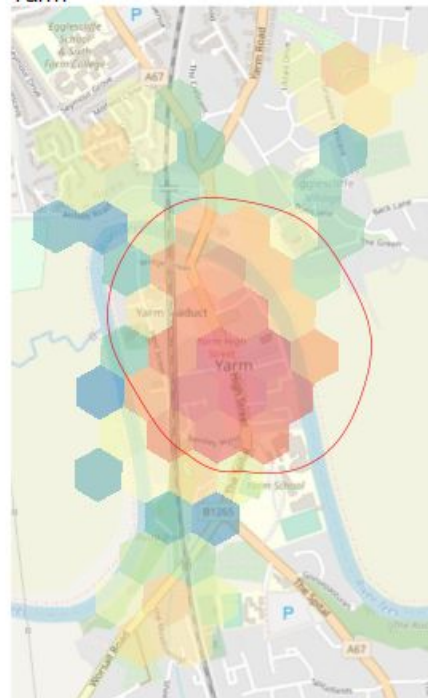
Night-time economy police incidents
Redcar
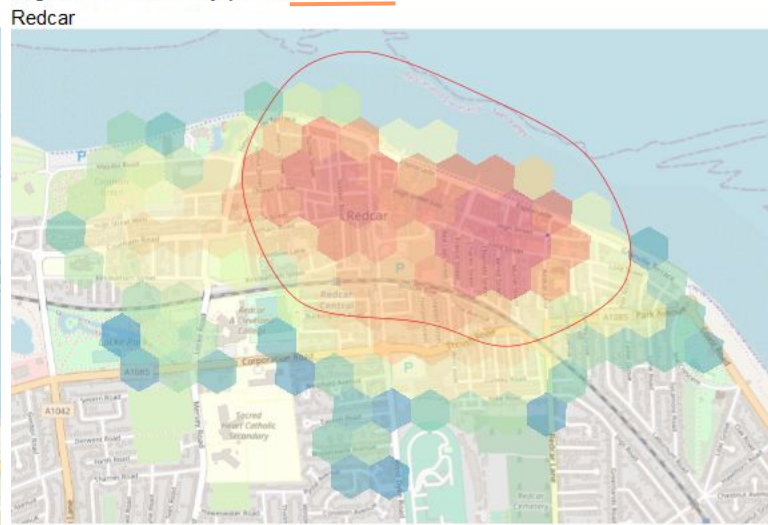
Night-time economy police offences
Redcar

NTE core area. Incidents and offences occurring between 6pm Friday and 6am Saturday or 6pm Saturday and 6am Sunday

Many events

Few events

Each map represents the **distribution**, not **volume** of events so comparisons of volume should not be made across maps.

32

Incidents in Guisborough are not as well contained with the NTE area as Redcar

Night-time economy police incidents
Guisborough

Night-time economy police offences
Guisborough

NTE core area. Incidents and offences occurring between 6pm Friday and 6am Saturday or 6pm Saturday and 6am Sunday
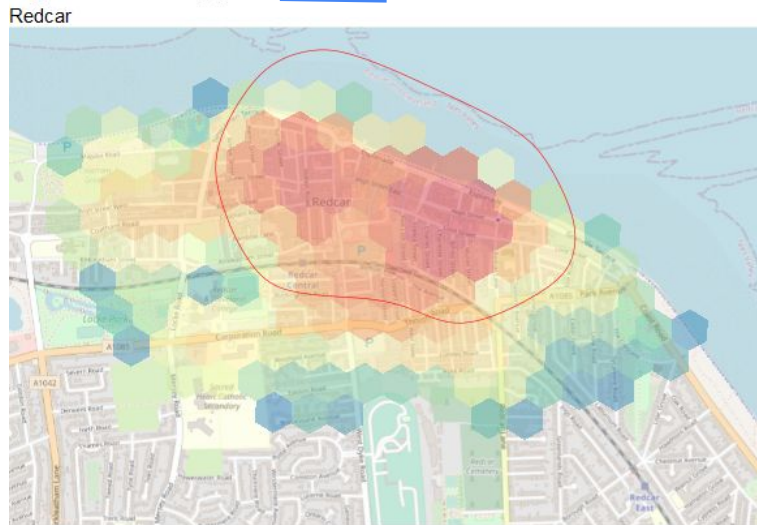
Many events

Few events

Each map represents the **distribution**, not **volume** of events so comparisons of volume should not be made across maps.

Saltburn has substantially less demand than the other towns covered above, and the distribution of that demand is not as clustered either

The more dispersed pattern of incidents suggests that Saltburn's demand may not be significantly driven by the night time economy, but by other factors, as NTE drivers of demand would be expected to cluster incidents more.

Night-time economy police incidents
Saltburn

Night-time economy police offences
Saltburn

NTE core area. Incidents and offences occurring between 6pm Friday and 6am Saturday or 6pm Saturday and 6am Sunday
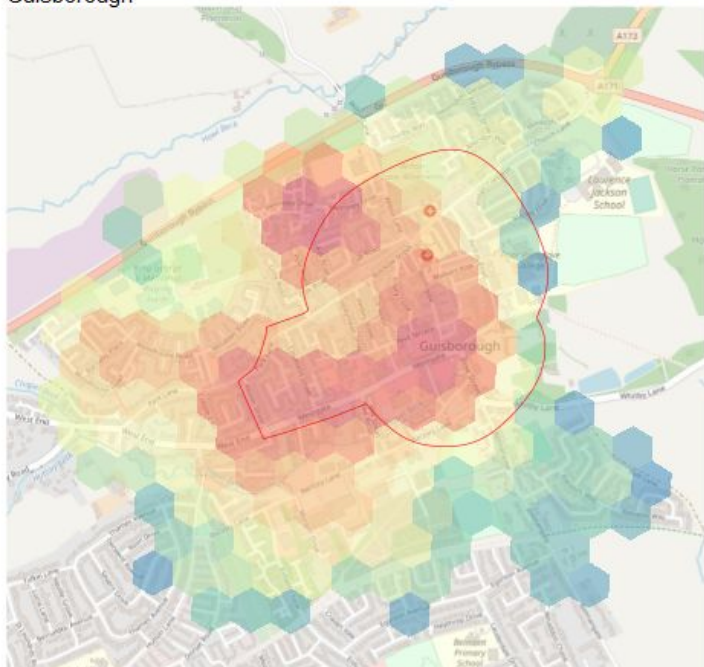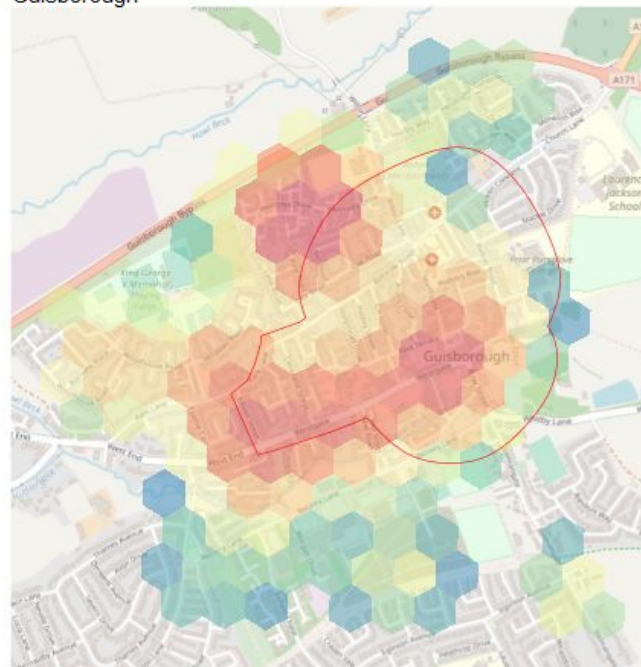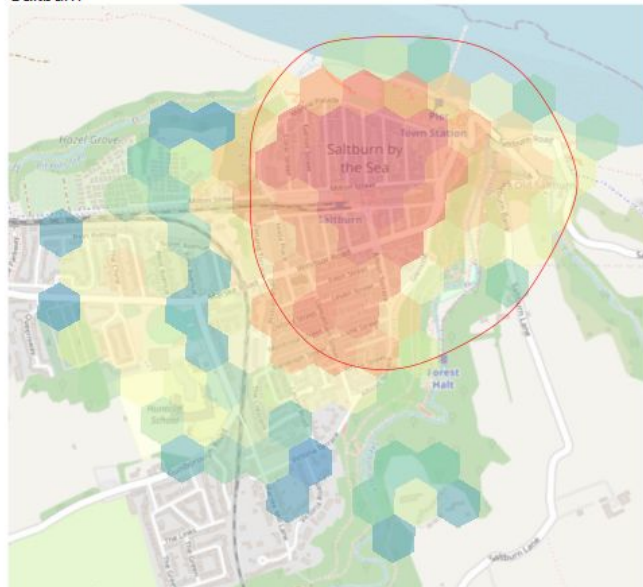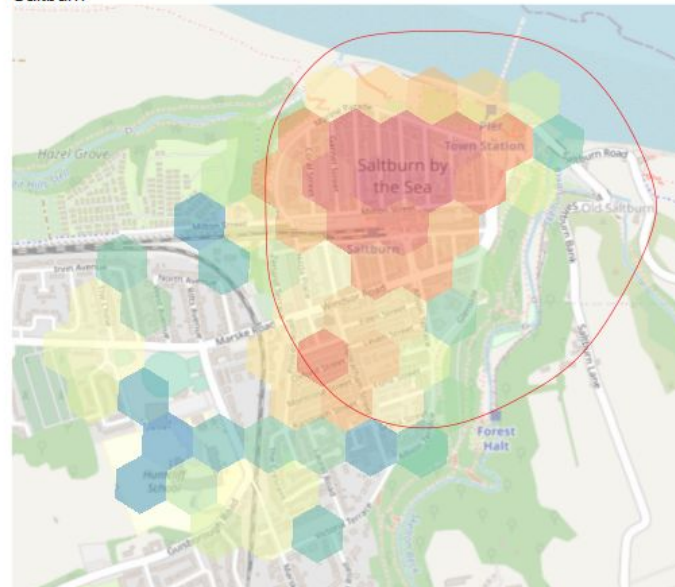
Many events
Few events

Each map represents the **distribution**, not **volume** of events so comparisons of volume should not be made across maps.

34

Most stakeholders saw violence as mainly occurring in the street rather than within venues, highlighting the need for non-venue based interventions

NTE related disorder tends to be on the streets rather than within venues

Most stakeholders indicated that crime and disorder in the NTE typically takes place outside premises (i.e. 'in the street') and licensing partners felt they had few 'problem premises'. Licensees highlighted an issue with young people loitering in NTE areas who were not trying to enter venues.

Stakeholders felt that violence can often take place after people are removed from a venue or when they are in transit between premises.

"They're **not even trying to enter venues** and that's one of the issues. They are walking around in balaclavas, riding up and down Albert road on bikes… making females extremely scared. They feel vulnerable because we have had several attacks on the street for no reason. So I wouldn't say it is about… 'has the customer of Middlesbrough changed?' There's people out there that were never there before."

\- Middlesbrough Licensee

"This week… there was a fight outside of [bar] and it was all females and actually when we looked at the CCTV **it did not come out of that premises**."

\- Stockton Licencing Manager

Though violence within venues is still an issue and a safety concern for all stakeholders

There remains a potential for violence within premises, and stakeholders highlighted some well known incidents

While stakeholders contended that it is less commonly the case, there have some serious incidents of violence within venues in some parts of the Cleveland area. These have included knife attacks as well as serious assaults.

In particular, the stakeholders we spoke to who work in Middlesbrough had more experience of violence within premises. These included incidents of premeditated attacks as well as more spontaneous acts of violence.

"I don't think that it is just outside of venues… We definitely see violence happening in licensed premises… and we take people to task when high levels of violence are happening inside a premises"
- Middlesbrough Public Health Officer

"It is very rare that we will enter a premises because of an incident ongoing, which is probably safer for us as well."
- Cleveland Police Stakeholder

"We had a well-publicised incident of knife crime, we have got extra systems in place now… our door staff were trying to detain this person who we had suspicion had bad thoughts about acting on something with a blade in the venue"
- Middlesbrough Licensee

Stakeholders described a number of instances when violence can and does happen within, between, and apart from the venues

Stakeholders highlighted a range of areas where they experienced the most incidents of violence and disorder

Licensees emphasised refusals of entry as a key issue where there is the potential for disorder as they seek to ensure people who are not allowed entry leave without causing a disturbance. Police also related that much of the violence they manage in the NTE takes place in the street after someone has been successfully removed by from a premises.

Violence was also linked by stakeholders to the movement of people between venues or at the end of the night, when high volumes of people are in close contact and there is the possibility for disagreements to evolve into violent incidents. This was especially associated with areas that saw a high density of venues and so high concentrations of people in a small zone.

At entry point after refusal

"*There is a lot of **refusals of entry**, that is one of the biggest things we deal with… and that can be a **flashpoint** for us… that would be the time you used to have the bobby on the corner and just that sheer presence would be enough to make them leave.*"

- Middlesbrough Licensee

In transit between premises

"*It doesn't seem to be linked to one particular pub. It's kind of people are drunk… **walking for a pizza, walking for a taxi, that's more where the violence is occuring**.*"

- Redcar and Cleveland Licensing Manager

In the street following removal from a venue

"*The licensed premises are very **good at identifying issues and nipping it in the bud** before it explodes in the pubs so people will get escorted out… it spills out onto the street where it then becomes our issue… it **does tend to be out in the streets**.*"

- Cleveland Police Stakeholder

During dispersal in high density areas

"*In our town centre [violence] is definitely concentrated in an area where we have a high density of venues all **operating at a similar time and competing with other premises**… you have got a high volume of people in one area, then you have probably got a **high volume of people dispersing at similar times**.*"

- Middlesbrough Public Health Officer

Considered together, it is possible to see how the different urban areas contribute to the overall demand during the night time economy, with Hartlepool, Stockton, and Middlesbrough all having a substantial number of incidents outside the NTE core

Night-time economy police incidents
Cleveland
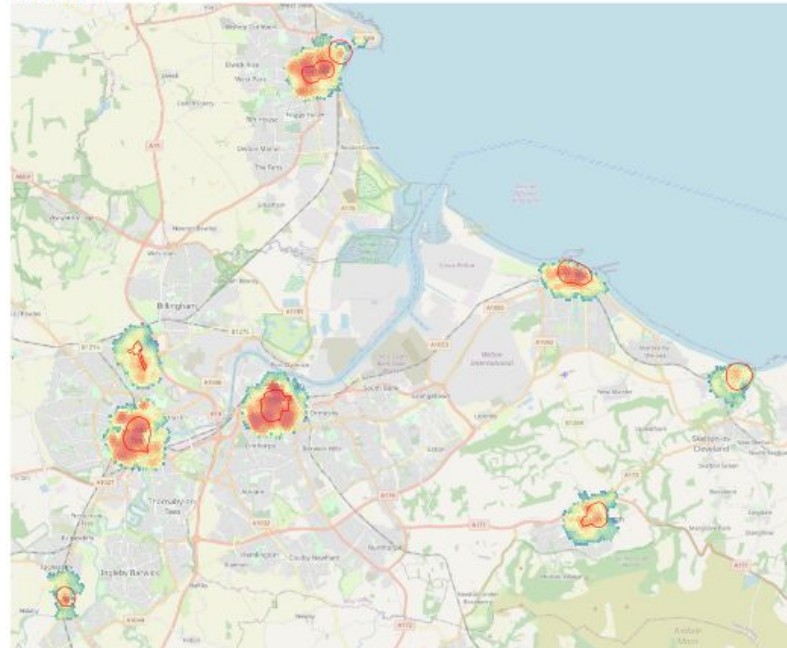
Night-time economy police offences
Cleveland
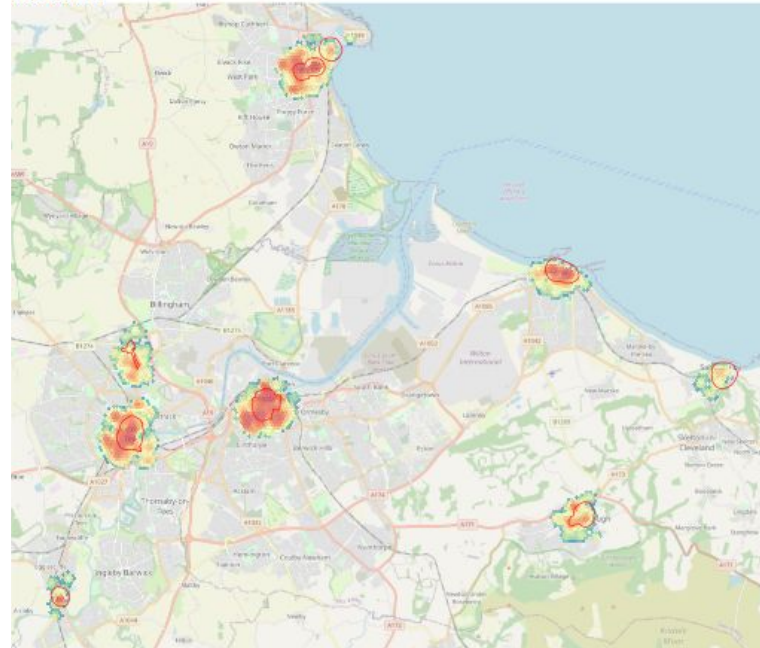
NTE core area. Incidents and offences occurring between 6pm Friday and 6am Saturday or 6pm Saturday and 6am Sunday

Each map represents the **distribution**, not **volume** of events so comparisons of volume should not be made across maps.

Many events

Few events

38

No single data source fully captures the NTE activity across Cleveland. We recommend that the areas of interest be defined based on the unionisation* of identified areas - with a 500m 'buffer' to capture the wider impact of NTE violence

A substantial number of incidents occur within the buffer around each area, suggesting a broader definition is necessary - though this should not preclude targeted interventions more locally within NTE areas.

Night-time economy areas - Cleveland
Definitions from three sources
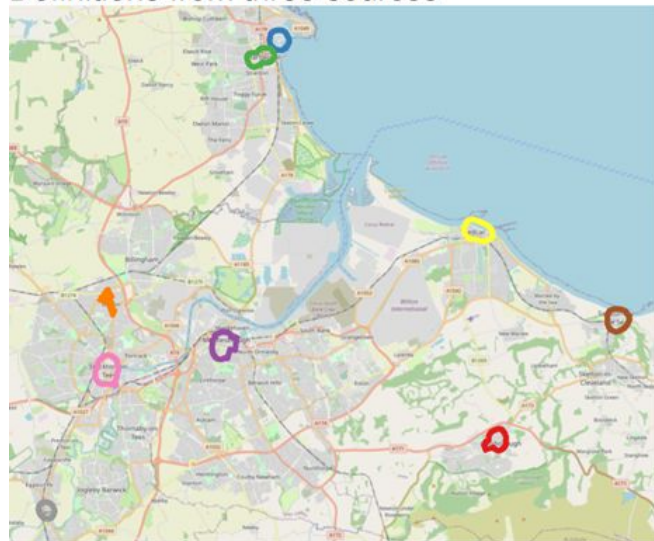
NTE activity area

- ▢ Guisborough
- ▢ Hartlepool Marina
- ▢ Hartlepool Town Centre
- ▢ Middlesbrough Town Centre
- ▢ Norton
- ▢ Redcar
- ▢ Saltburn
- ▢ Stockton Town Centre
- ▢ Yarm

Night-time economy areas - Cleveland
NTE areas with spatial buffers

* Effectively 'adding together' the areas

39
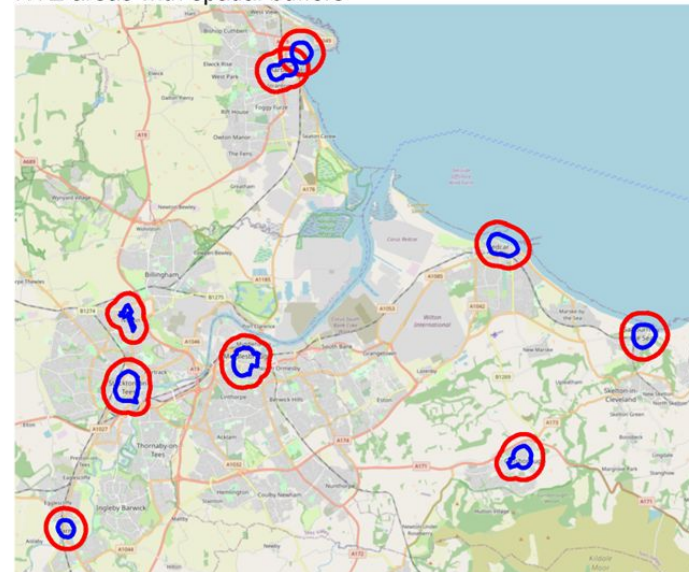
Defining the night-time economy:
Hot-times

Crest

Police demand is substantially different across each NTE area, though the general trend is the same

Incidents by hour, split by NTE area
All incidents: December 2020 to November 2022
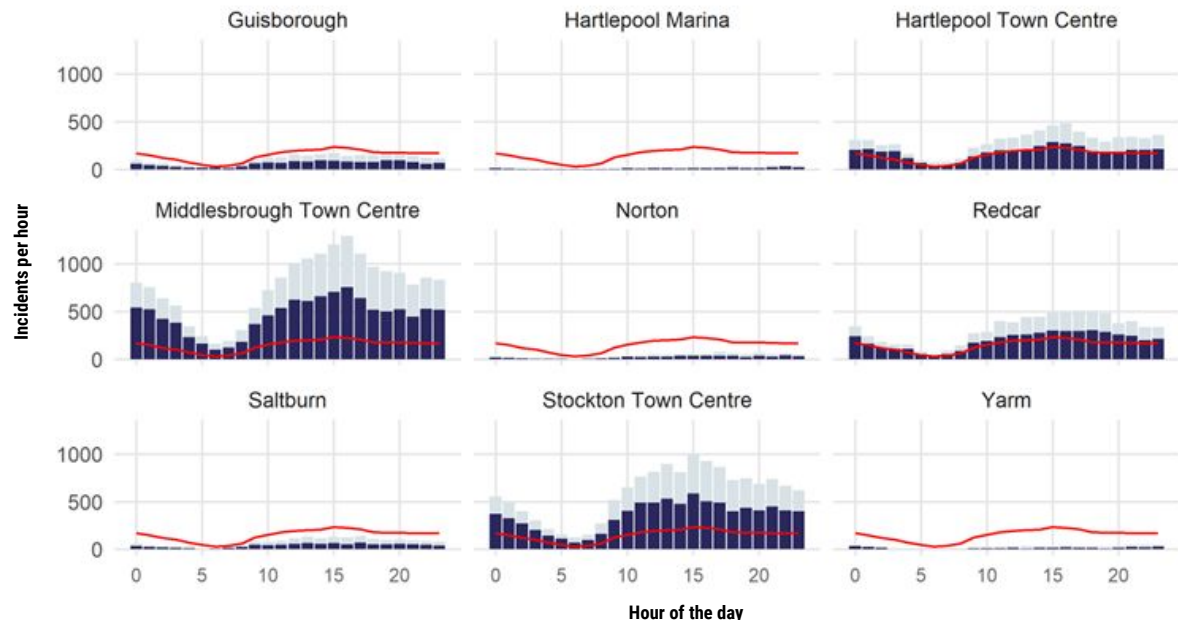
Demand steadily increases from the early morning through to early afternoon, peaking at around 3pm (on weekdays - more on this in the following slides) and then levelling off for the remainder of the day. This is consistent across all areas, though in different volumes.

Average incidents per hour across all NTE area

Police attended
No
Yes

The proportion of incidents that require the police to attend, meaning units physically responded, does not vary substantially either by time or area. The rest of the analysis will focus on the four main town centres and also look at the impact of the day of the week.

All four town centres show a consistent profile of police demand through the day with significant spikes through Friday and Saturday night

The volume of demand is highest in Middlesbrough, particular between midnight and 4am. The pattern on Fridays and Saturdays is the same in all four town centres - the number of incidents each hour continues to rise through the morning and reaches a point by around 3pm where it does not decline again until 4-5am the following day.

Incidents by hour and day - Hartlepool Town Centre
All incidents: December 2020 to November 2022
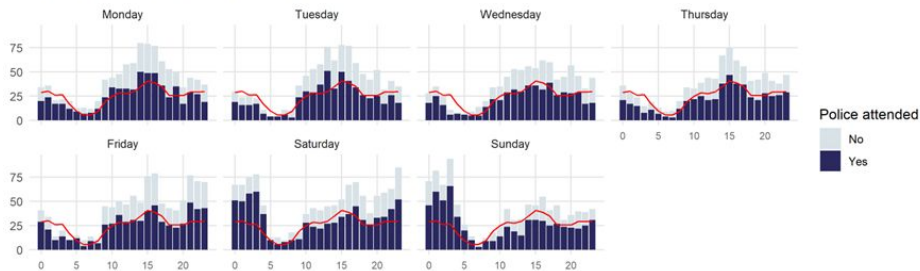
Incidents by hour and day - Middlesbrough Town Centre
All incidents: December 2020 to November 2022
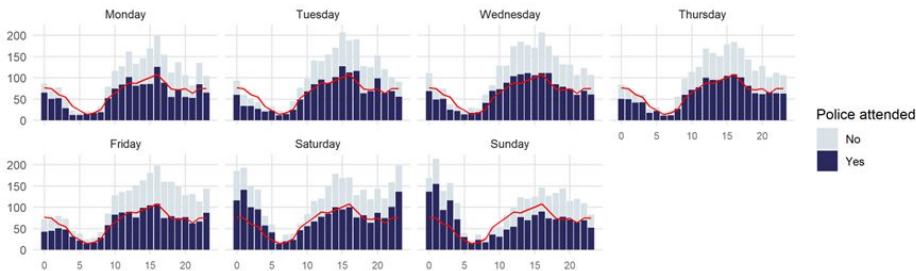
Incidents by hour and day - Redcar
All incidents: December 2020 to November 2022
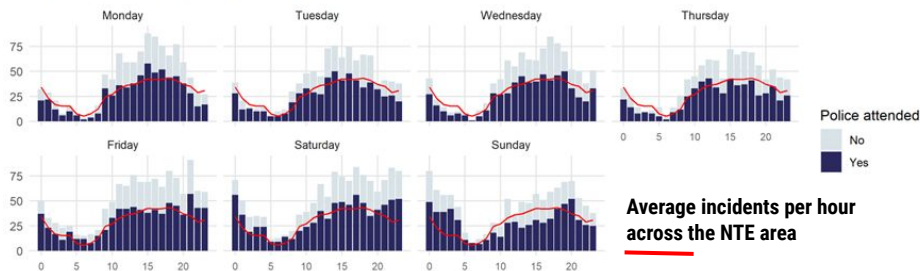
Incidents by hour and day - Stockton Town Centre
All incidents: December 2020 to November 2022

Average incidents per hour across the NTE area

42
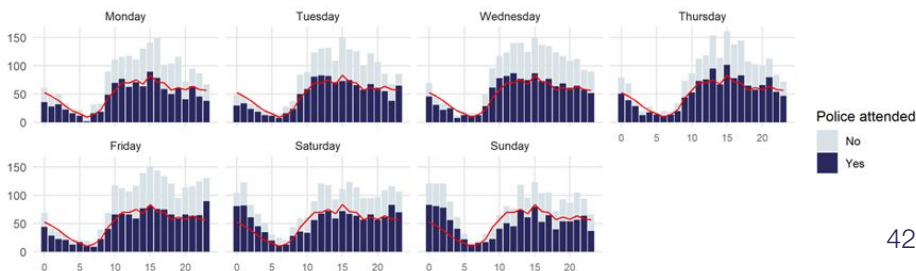
Incidents by hour and day - Guisborough
All incidents: December 2020 to November 2022
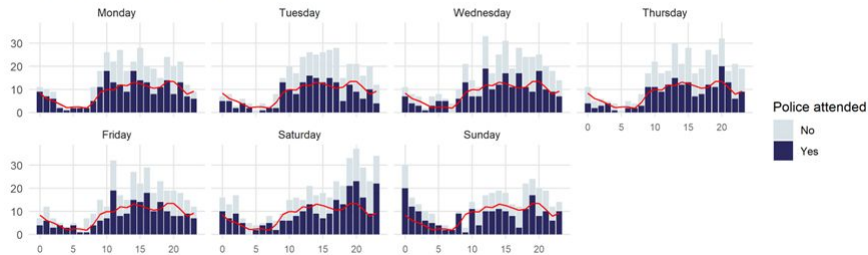
Incidents by hour and day - Hartlepool Marina
All incidents: December 2020 to November 2022
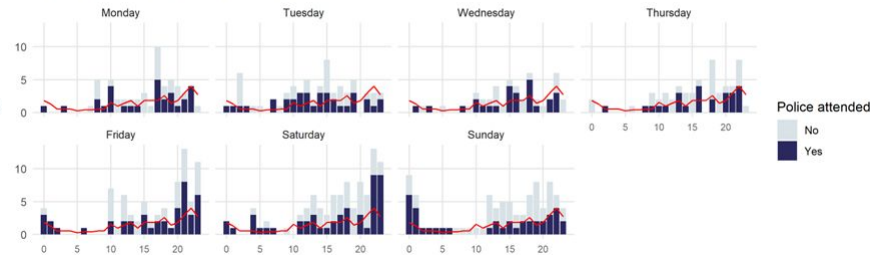
Incidents by hour and day - Norton
All incidents: December 2020 to November 2022
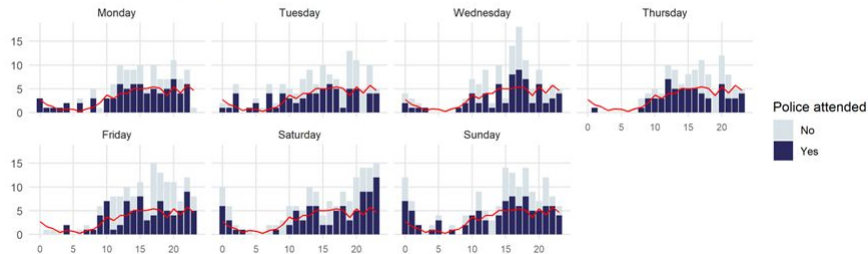
Incidents by hour and day - Saltburn
All incidents: December 2020 to November 2022
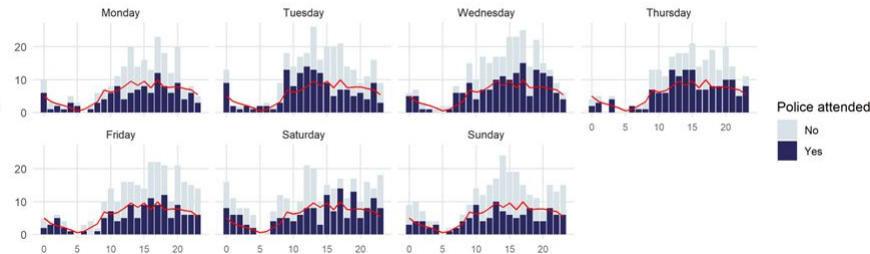
Incidents by hour and day - Yarm
All incidents: December 2020 to November 2022
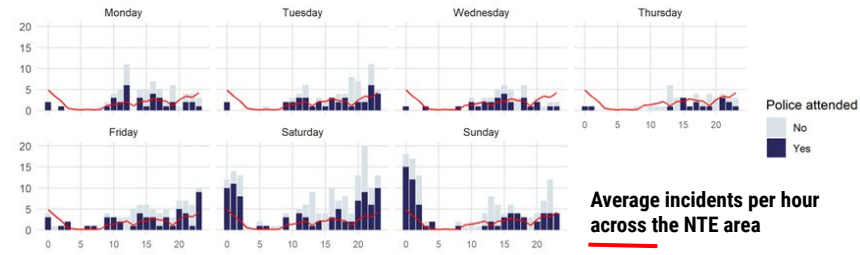
Average incidents per hour across the NTE area

The profile of police demand is the same in the smaller areas identified, but at substantially lower volumes than the town centres. The Saturday night peak is very noticeable in most areas.

43

While Friday and Saturday remain the most busy in the NTE, stakeholders described how demand had become more sporadic making predicting staffing needs more challenging

The weekend dominates NTE activity across Cleveland

Fridays and Saturdays were identified by stakeholders across the Cleveland area as the key NTE days, with Sunday occasionally being busy. Some stakeholders felt that there had been a drop-off in the mid-week NTE, when this had previously seen more busy days.

However there are still some nights related to specific cohorts such as students and older clientele that partake in midweek NTE activity in some areas.

*"It is normally **Friday and Saturday nights** as the busiest, with a couple of student nights during the week."* - Cleveland Police Stakeholder

*"Within Stockton Town Centre Wednesday is quite busy. Historically, this was your social security day… a strange clientele, much older, starts around 2 in the afternoon, karaoke in most bars, can get very very busy. However, it **doesn't necessarily cause a problem**."* - Stockton Licensing Manager

NTE activity appears more sporadic and less predictable

Several stakeholders noted that with the drop off in NTE activity, predicting when would be busy has become more difficult. Some typically high activity days do not materialise while busier days can occur with no clear reason.

According to some stakeholders, NTE activity has become more sporadic, with venues hosting specific events seeing more business and traditional pubs having less consistent trade.

*"You could work a Friday and anticipate it to be fairly busy and there will be no one out, you won't get a single job, you're walking around the town on night-time economy patrols and there's only a few people about. You **just can't predict it whether it is going to be busy** or not sometimes."* - Cleveland Police Stakeholder

"[Premises that put on events] doesn't seem to be affected because it puts on particular events and has a particular crowd… its the other premises, your normal pubs that seem to be sporadic."
- Stockton Licensing Manager

Focussing on the NTE areas, we see that the 2021-22 year had a higher number of incidents on Friday and Saturday nights compared to the previous year

Covid-19 related lockdowns will have had some impact on volumes, with significant lockdowns happening from December 2020 through to spring 2021. The most noticeable differences are late on Friday and Saturday nights.

Incidents in NTE (buffered) areas by hour and day
All incidents - year on year

The combined demand across NTE areas and buffer region in the last year demonstrates the substantially higher demand through Friday and Saturday nights

Cleveland Police are dealing with substantially more incidents within the NTE buffer on a Friday and Saturday night when compared to other nights of the week. Across the NTE areas they are dealing with approximately 10 incidents per hour (~500 incidents within each hour covering 52 weeks) from around 6pm to 2am.

Incidents by hour, split by NTE area (buffered)
All incidents - Dec 2021 to Nov 2022
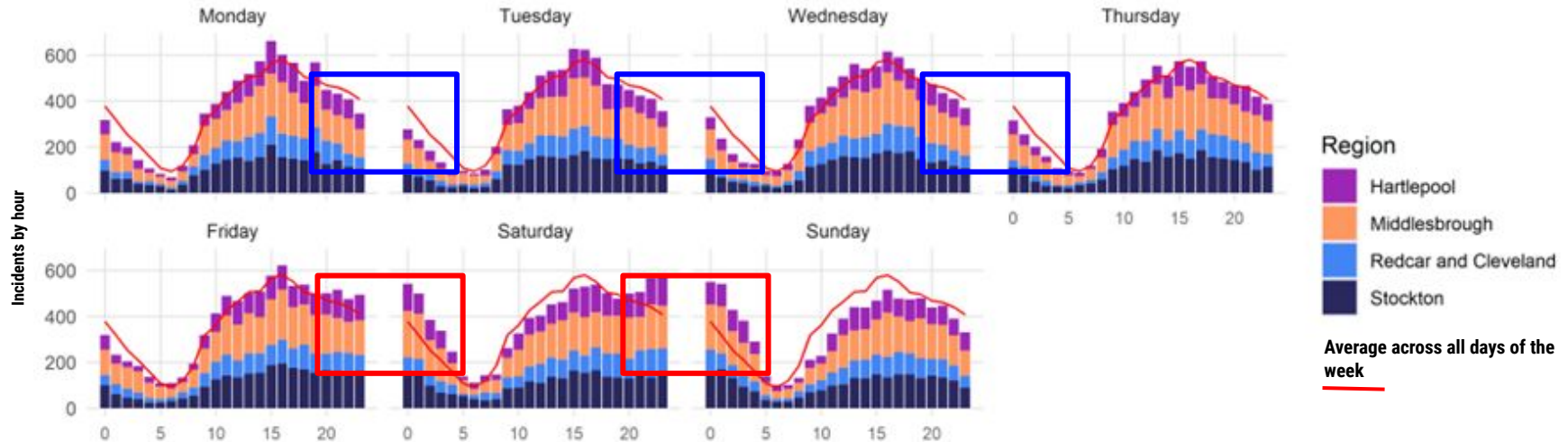
Incidents that include weapons, drugs, alcohol, or hate flags also highlight the substantial increase in demand on Friday and Saturday evenings - though there are still significant volumes on other afternoons

Redcar and Cleveland sees a slightly less substantial increase in volumes, particularly on Friday nights. There is a significant demand on police from midnight to 4am on both Saturday and Sunday.

Incidents by hour, split by NTE area (buffered)
Incidents with flags* - Dec 2021 to Nov 2022
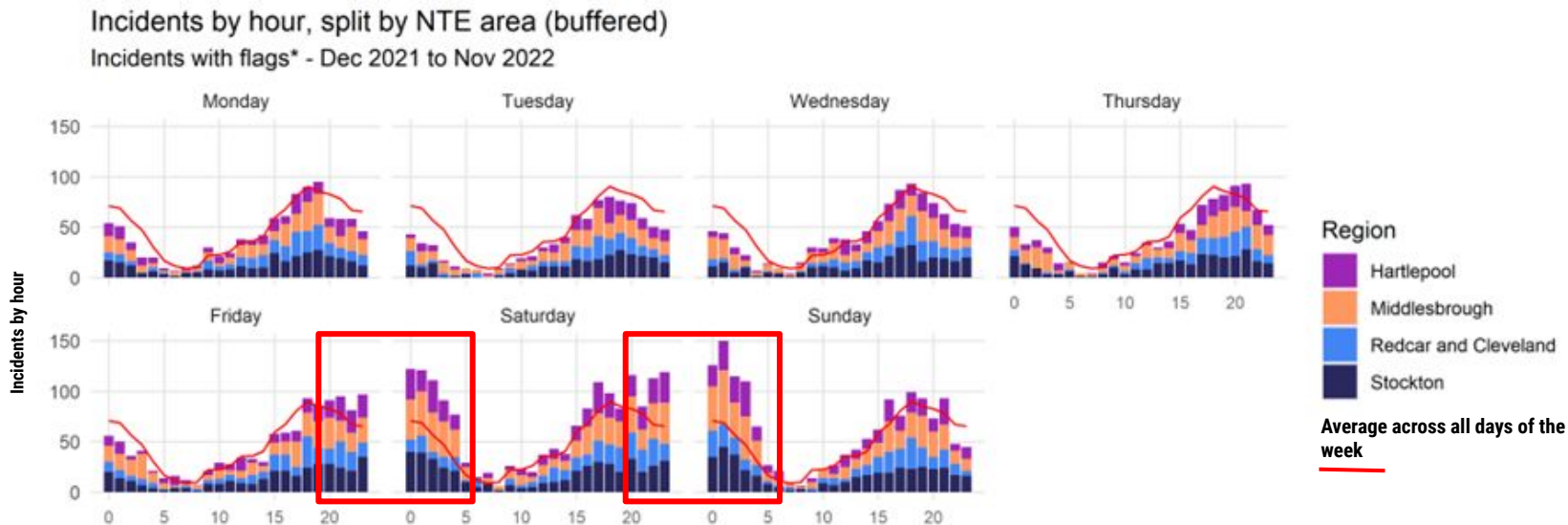
* Flags included are: QL12 (Weapons), QL13 (Youth related), QL20 (Hate - religious), QL22 (Alcohol), QL24 (Firearms), QL36 (Hate - sexual orientation), QL4 (Hate - disability), QL6 (Drugs), and any additional flag with the word 'hate' included within it.

When broken down to violent and sexual offences, the Friday and Saturday night peaks are very evident - particularly Saturday which sees high volumes through to around 6am

There is a noticeable difference in when demand spikes on Friday and Saturday nights: Friday nights see a significant spike from midnight, which gradually declines through to 5am on Saturday. Saturday night, however, sees substantial increases in demand after 9pm and this demand remains high through to 6am.

Offences by hour, split by NTE area (buffered)
Violent and sexual offences - Dec 2021 to Nov 2022

The rise in violent and sexual offences on Saturday night is driven mostly by offences in Middlesbrough

Region
- Hartlepool
- Middlesbrough
- Redcar and Cleveland
- Stockton

Average across all days of the week

48
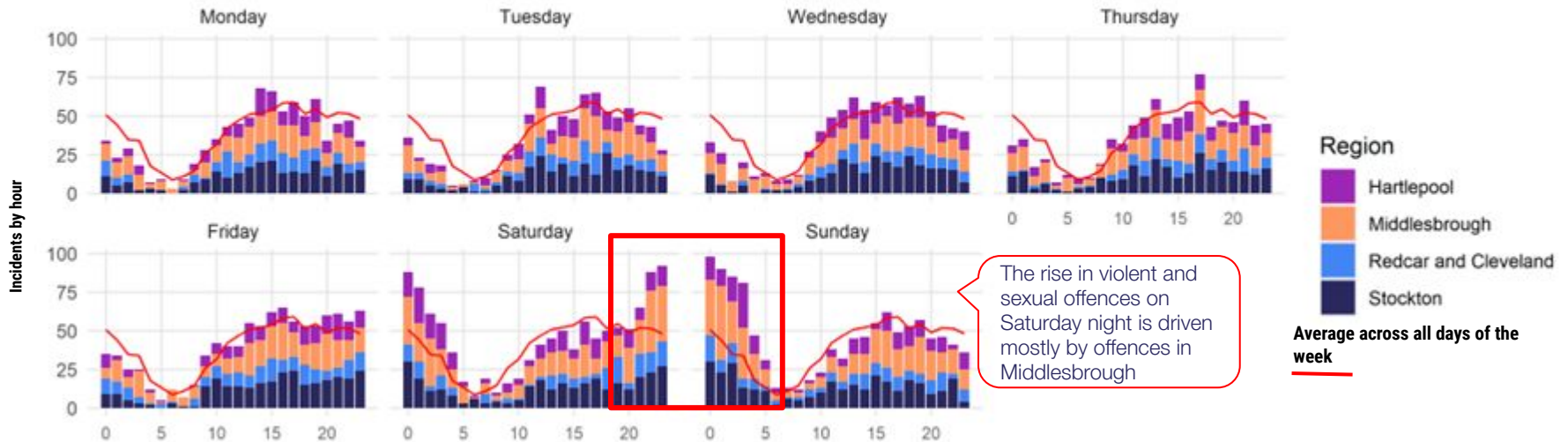
Hospital attendance data show a very similar pattern. Friday night attendance increases from 10pm but peaks after midnight; Saturdays see significantly higher intakes from 10pm to 4am

There has also been a significant increase year on year. The number of attendances at South Tees Hospital between 10pm on Saturday and 4am on Sunday is 43% higher in 2021-22 compared with 2020-21.

Hospital attendance by hour
All attendances - year on year

Average across all days of the week

49
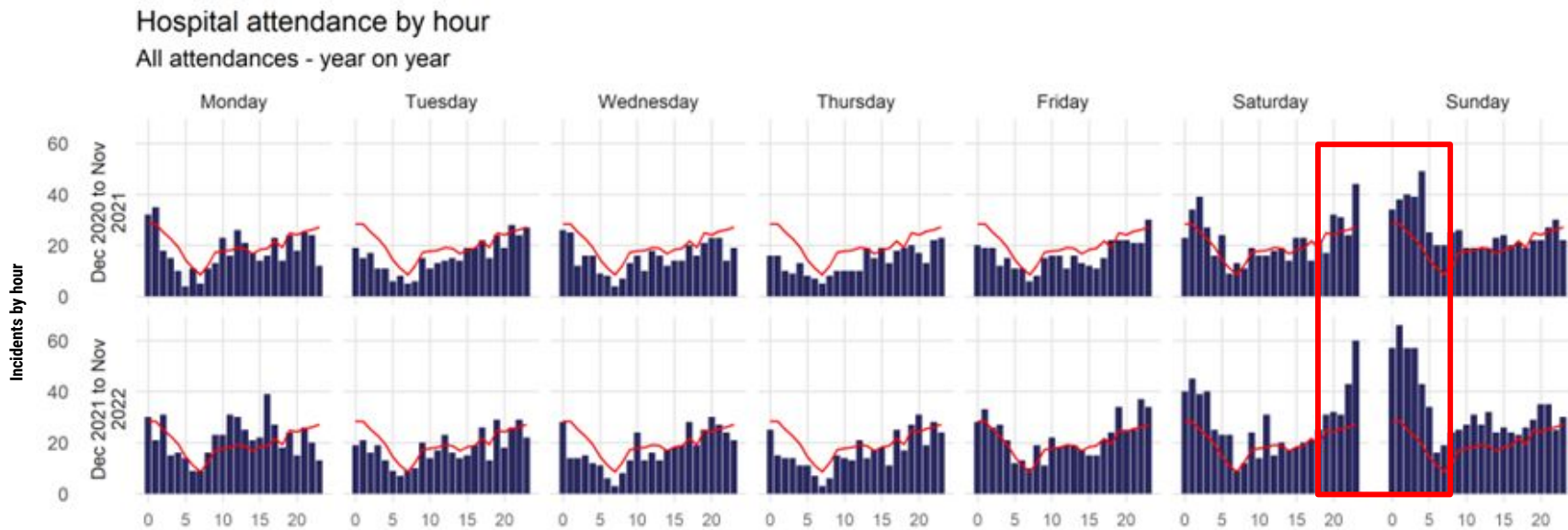
Defining the night-time economy: Types of Violence and offending

Crest

A general drop in NTE activity has contributed to a reduction in violence, but stakeholders said resource constraints and increasing demand elsewhere has restricted their capacity to respond to NTE related violence

Some areas have seen significant decreases in violence leading to licence reviews

Stakeholders generally agreed that the volume of violence had stayed the same or decreased in the NTE. In particular, licensing reviews for violence have reduced significantly, indicating fewer premises facing significant issues with violence.

At the same time, some stakeholders warned that some violence may be going unnoticed due to a reduction in service presence on the street, reluctance to report and reduced analytical capacity.

Greater demand for services elsewhere restricts services' ability to respond to violence in the NTE

Service partners described how the reduction in NTE related call outs has been mirrored by a rise in demand in other parts of Cleveland such that they have seen no relief in the strain on resources. Police reported how the NTE team would be progressively called to different jobs over a night until they are unable to service the NTE.

Ambulance partners noted that interventions in the city centre had reduced their call outs, but that they now saw increased demand in more residential areas.

"*[Reviews] are generally a gauge of your hardcore problem premises… **Our last review for violence was in 2020** for two of our premises on the high street owned by the same person.*" - Stockton Licensing Manager

"***Compared to 5, 6, 7 years ago, we don't get many reviews**… so are there more problem pubs now then there were 5 years ago? I personally would say no, on what I know.*" - Redcar and Cleveland Licensing Manager

"*I think **there is a lot happening that we are not aware of** as a partnership because the people on the ground aren't there anymore or they're reluctant, unless they have to, to make those reports.*" - Hartlepool Community Safety Stakeholder

"*Your night-time economy team… is not solely dedicated so the jobs are still coming in from other places. The people who aren't out drinking are still at home drinking, having domestics with their partners, so there has been no reduction really. **If anything, post-Covid, we've got busier with everything apart from your night-time economy**"* - Cleveland Police Stakeholder

"*Some years ago on a Friday, Saturday and sometimes Sunday night we would literally spend all night in the city centre picking up people who had been the victims of assaults or people who were intoxicated… but I think there are interventions already in the city centre to avoid ambulances being called… **those types of incidents still occur I think they just occur elsewhere**.*" - NEAS Stakeholder

51

Attendances to hospital are significantly greater on a Saturday night than any other time in the week. A substantial proportion of attendances are for alcohol related injury, though drug and assault reasons are also considerable

There has also been a significant increase year on year, particularly between midnight and 3am on a Saturday. Friday and Saturday nights see the vast majority of alcohol related demand, whereas assault and drug related injuries are not quite as clustered.

Hospital attendance by hour
All attendances

N.B. incidents are recorded with just one reason for attendance being the primary reason.

Reason for attendance
- Alcohol related
- Assault related
- Drug related
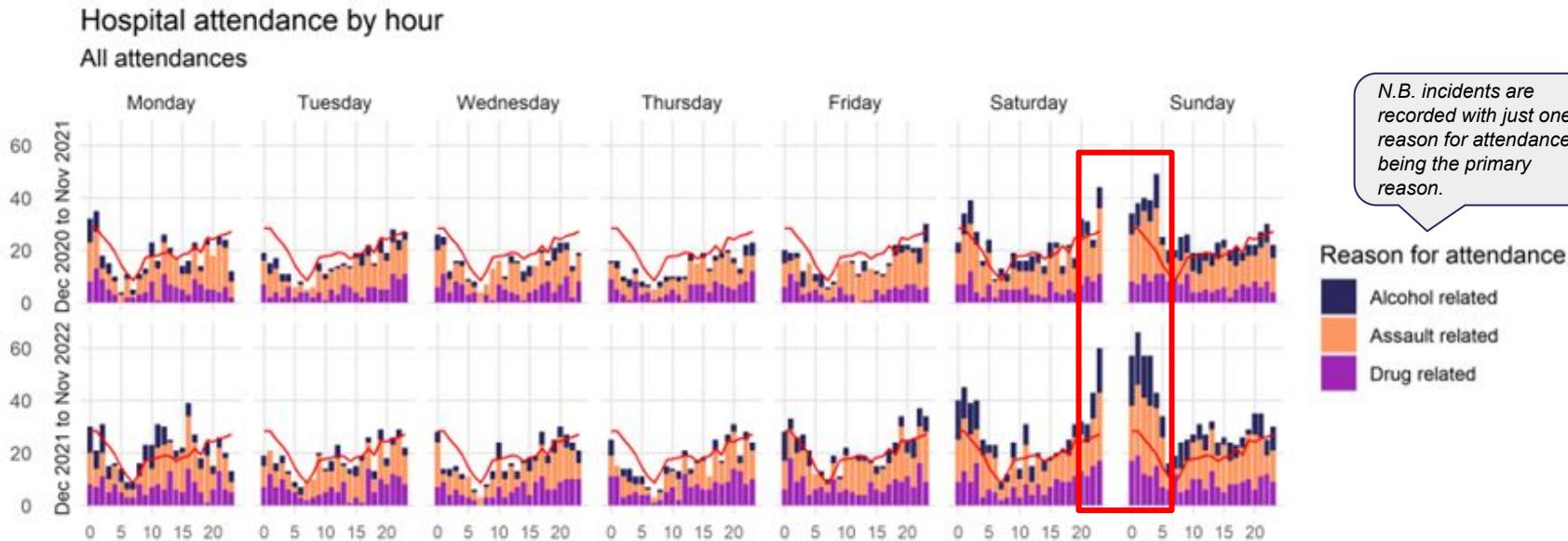
Looking at police data, there is a clear increase in sexual offences in Middlesbrough after midnight. Redcar and Cleveland and Stockton both see drops in offending after midnight

Offence type distribution - NTE areas (including buffer)
Friday and Saturday nights (6pm-6am)

53
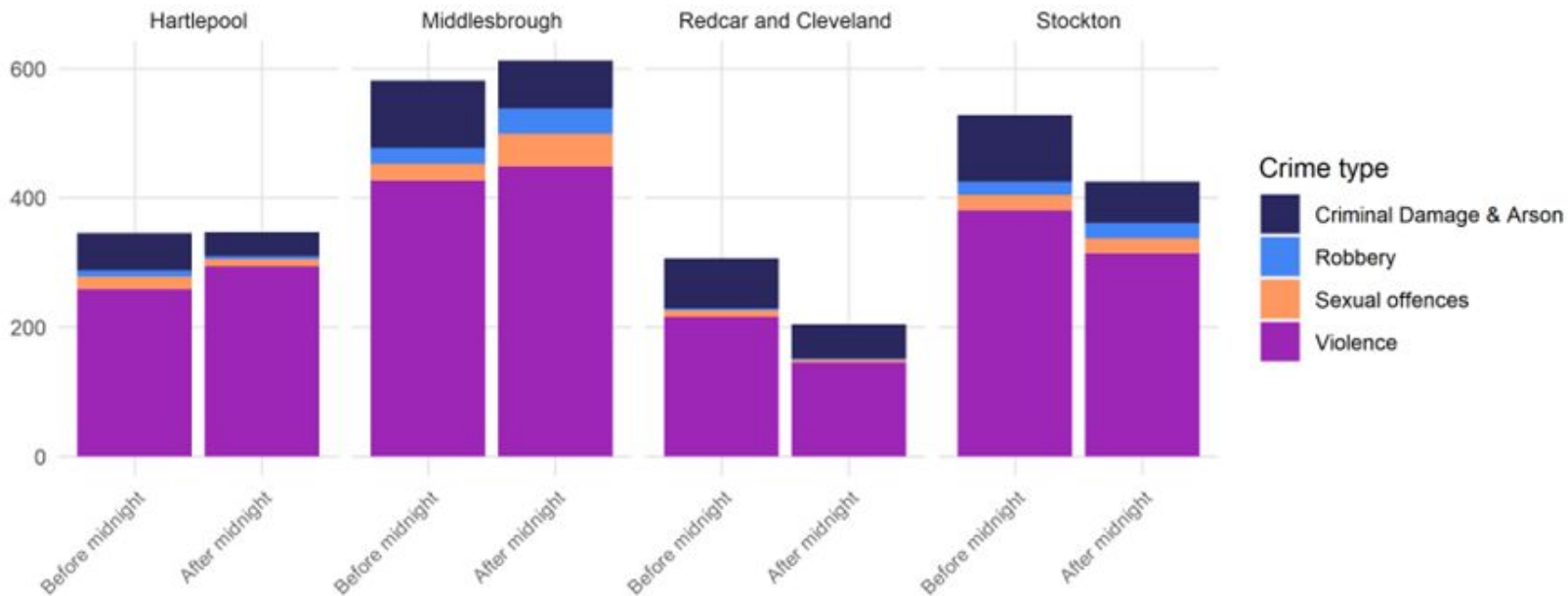
Proportionally, there is a substantial increase in violence with injury later in the night. This reflects a need to both prevent conflict escalating through the night and respond to the more severe violence post-midnight

Offence type distribution - NTE areas (including buffer)
Friday and Saturday nights (6pm-6am)
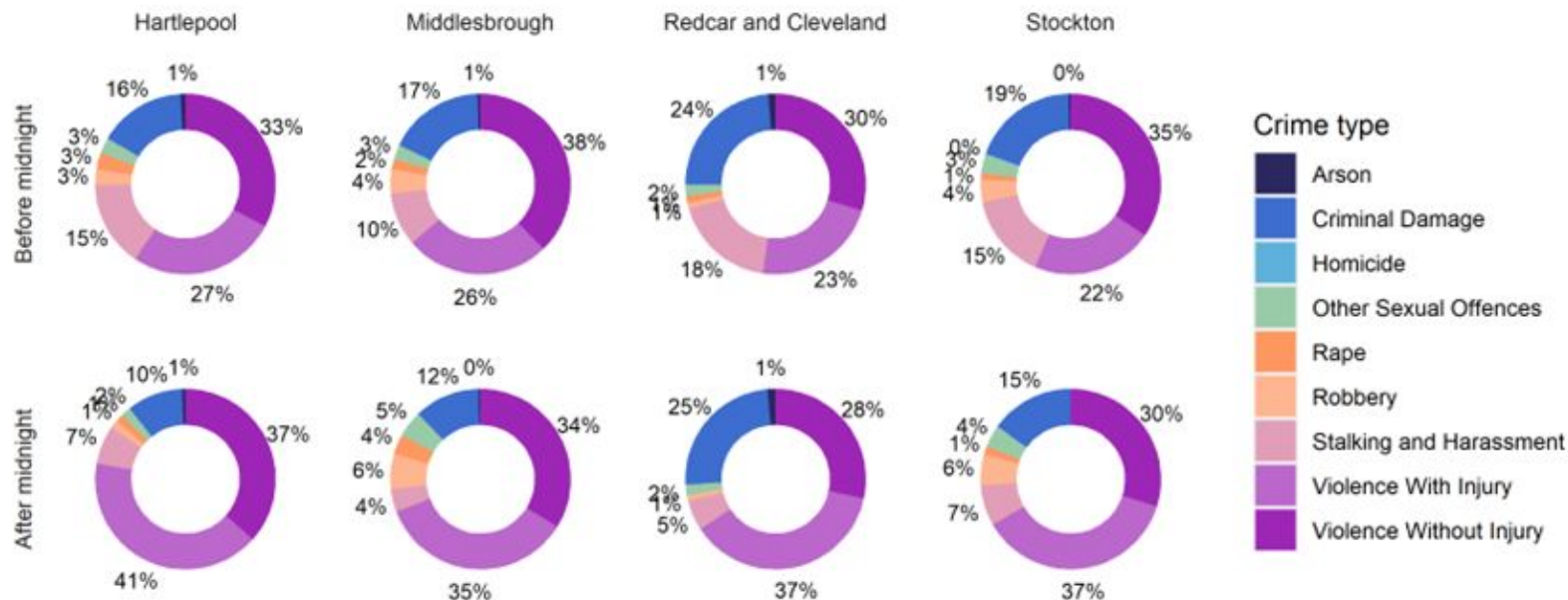
The partnership should consider defining the NTE period as 6pm to 6am as both police and hospital data show significant demand for services until this time

Both Friday and Saturday night offences are predominantly violent, and particular in Middlesbrough, there are still a significant number of Violence with Injury offences until 5-6am

Offence type distribution
NTE-area offences (Friday-Sunday only)

55

Weapon-enabled assaults, serious assaults, and sexual assaults, were highlighted by stakeholders as the major types of violence they see in the NTE

Weapon-enabled and serious assaults

All stakeholders agreed that they were seeing more weapons being used in the NTE and that this is leading to more serious assaults. The police suggested that this may be more a factor of greater openness of weapon carrying or more willingness to use weapons.

"*I am reluctant to give the impression that it has reached epidemic levels, it certainly hasn't, but I think what has taken people by surprise is how openly people are carrying them… people are quicker to use these weapons as well.*" - Cleveland Police Stakeholder

"*We did pick someone up with a knife and the knife they had on them certainly wasn't something they could forget about. It was a 8 inch kitchen blade and it was tucked down the side of their jeans.*" - Middlesbrough Licensee

"*It is rife, there are a lot of knives out there.*" - Middlesbrough Licensee

"*Just last year we had a stabbing in a night club, recently we had another knife used, we had somebody with a broken jaw on the dancefloor a couple of weeks ago.*"- Middlesbrough Public Health Officer

Sexual assault and spiking

Sexual assault was raised as another significant issue in the NTE, with it often being an aggravating factor that leads to further violence. Spiking was also raised, however it is less clear how prevalent this is due to difficulties with reporting.

"*We had a case of a girl who was inappropriately touched by a guy in our venue. We spent 6 weeks chasing the police for a response on it. The girl pretty much gave up on chasing them for a response. She was distraught. Crimes of a sexual nature we all have to be vigilant for, but the response from the police is never adequate.*" - Middlesbrough Licensee

"*We had a spate of spikings this year which is the first time that has been on the radar… there were definitely 4 reports in terms of drink or needle spiking in the town centre.*" - Hartlepool Community Safety Stakeholder

"*You'll often get sexual assault through some kind of touching and that will lead to some kind of Section 18 later on… you have almost got multiple offences in a night but they are all going to be linked together*" - Cleveland Police Stakeholder

Police and licencing partners we spoke to have seen an increase in the severity of violence in the NTE, which places added resource strains on the police in terms of managing the aftermath of incidents

Stakeholder perception of greater severity rather than volume of violence in the NTE

While stakeholders saw the volume of violence as remaining stable, police and licensing partners stressed that they were seeing more serious incidents including the more frequent use of weapons and often resulting in significant injuries. There was a sense that what would once have been a fight using fists is more often now involving knives or weapons of convenience.

More severe violence leading to more intensive service demand

Police stakeholders said that the greater severity of injuries is leading to more significant resource requirements to manage incidents when police are already under strain elsewhere. Police will be required to guard crime scenes and accompany injured parties to hospital, reducing the number available to resource other NTE jobs and general demand.

In the following days, investigators will be needed to build a case around an incident, further draining police resources.

"I think for Hartlepool it is one [Section 18 offence] every other weekend"

"It's not surprising when it happens, put it that way." - Cleveland Police Stakeholder

"The level of violence that we are getting has increased… Rather than getting pushing and shoving, and somebody getting sent to the floor, you are getting more reports of injuries." - Cleveland Police Stakeholder

"Violence has always been there but it has been more fisticuffs… whereas now people do tend to carry knives or other weapons, and are not really scared to use them." - Middlesbrough Licencing

"When you get a Section 18, you have got to put scene guards on, you need someone to possibly go to hospital with the person because you don't know the level of the injury… so your resources just deplete from one incident and suddenly you will have no one on night-time economy." - Cleveland Police Stakeholder

"If you have got someone with serious injuries… on the following day you have got investigating officers that are trying to pick the bones out of what has actually happened, trying to source CCTV. " - Cleveland Police Stakeholder

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Other issues faced by stakeholders we spoke to were problems around aggressive beggars operating in and around the NTE, as well as homophobic and racist abuse towards those using and working in the NTE

Aggressive begging

Partners in both Stockton and Hartlepool had faced issues involving aggressive begging in the NTE. In Hartlepool this became organised, with individuals fighting over specific pitches. Those involved with aggressive begging were often drug users.

This was interrupted over Covid-19 but it has returned in smaller numbers and stakeholders feared it may become a bigger issue.

"The offences in our town centre have changed to that of street drinking, street begging, aggressive begging, rather than violence attached to our night-time economy premises." - Stockton Licensing Manager

"In 2019 we started getting more beggars on the street than we have had… We had complaints from the licensed premises about them asking for money from their customers and if they didn't give money they got aggressive. We have noticed again end of last year beginning of this year that we are starting to get more beggars back." - Hartlepool Community Safety Stakeholder

Homophobic and racist abuse

Stakeholders also highlighted homophobic and racist abuse as an issues in the NTE, which although not directly linked to violent incidents did impact people's' perceptions of safety in the NTE. This was particularly notable for people working in the NTE such as entertainers and taxi drivers.

"We also get a lot of homophobic abuse but again it isn't just from people on the night-time economy. It has been mentioned earlier about the younger groups of people who are just riding around the town on their bikes and that is where that tends to come from. So as they're riding by on their bikes, they are hurling abuse at some of the drag queens we have working there or even some of the customers." - Middlesbrough Licensee

"One of my CCTV operators is a taxi driver who has just retired from doing taxis in Hartlepool… because he says the aggro and the aggression you are getting as a night-time taxi driver is just not worth. He is an Asian gentlemen and he gets a lot of abuse." - Hartlepool Community Safety Stakeholder

Defining the night-time economy: Characteristics of victims and offenders

Crest

There was a perception among stakeholders that younger customers were coming out later after having consumed significant amounts of alcohol at home, while the older demographic was cutting their nights shorter or not coming out at all

Later arrival of younger generation

Following Covid-19, a trend was highlighted that younger customers were arriving in the NTE later after having already consumed high quantities of alcohol at home.

Depending on the area, stakeholders saw the close of the NTE between 3:30 and 4:30. However in some parts of the Cleveland area stakeholders felt that the NTE was not as busy later in the night compared with 5-10 years ago.

*"The night-time economy we find at the moment tends to **start in earnest around 11pm to midnight**, so quite late… We have found that after Covid [the NTE start time] has changed dramatically, we foresaw there would be some changes but we didn't realise how dramatic they would be."* - Cleveland Police Stakeholder

"Our later venues tend to be doing better than our venues that are open all day." - Stockton Licensing Manager

"There was less than a dozen people in the whole town centre when I drove through at 5 in the morning a couple of weeks back whereas in years past there would have been a hundred" - Hartlepool Community Safety Stakeholder

Older demographic leaving NTE earlier

Some licence holders did highlight a trend towards higher value customers leaving town centres earlier than previously and increasing demand in residential premises, linked to the perceptions of safety.

Police also identified a trend towards older clientele ending their night early or not coming out at all, with the later evening dominated by a younger demographic of people.

"The number of drinks sold after 10 o'clock is in massive decline, massive decline, and I think it is the fear for safety, the fear of knife crime, the fear of assaults, that does appear to be why you see a lot of what you might class as the "nicer people" leaving the town. And what I see in my residential sites is that their number of drinks sold is in an increase after those times. People are clearly leaving the towns and going to their local pubs where they clearly feel safer." - Middlesbrough and Stockton Licensee

"We find that people of [the older] generation are curtailing their leisure activities, not just through Covid but through economic pressures… the younger generation, it doesn't seem to have abated their spending at all." - Cleveland Police Stakeholder

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Aligned with stakeholder perceptions, police data show that the earlier part of the night is also marked by a significantly older cohort - with the average age of victims being 33-34 years old

Hartlepool has the greatest distinction between earlier and late victim cohorts but the pattern is similar across all NTE areas

Before midnight, the cohort of victims has a greater range of ages - from 10* up to above 65 - but is generally older than the post-midnight cohort.

Even late at night, there are a significant number of young individuals under 18 being victimised and in Hartlepool and Middlesbrough in particular around 25% of all victims are under 21 years old

* The data has been cleaned to remove anyone below the age of 10 from the data as it was believed to be potentially erroneous. The data also included individuals with ages in the 100s or 200s. An examination of the data suggested that the birth year may have been entered incorrectly (e.g. putting in 1901 rather than 2001 or 1895 rather than 1995) and these ages were adjusted accordingly.

Age distribution of victims
NTE-related police incidents (Friday-Sunday only)

Before midnight
After midnight

Median age - 50% of victims are younger than this point of each box plot

Hartlepool 33 27

Middlesbrough 33 29

Redcar and Cleveland 34 32

Stockton 34 31
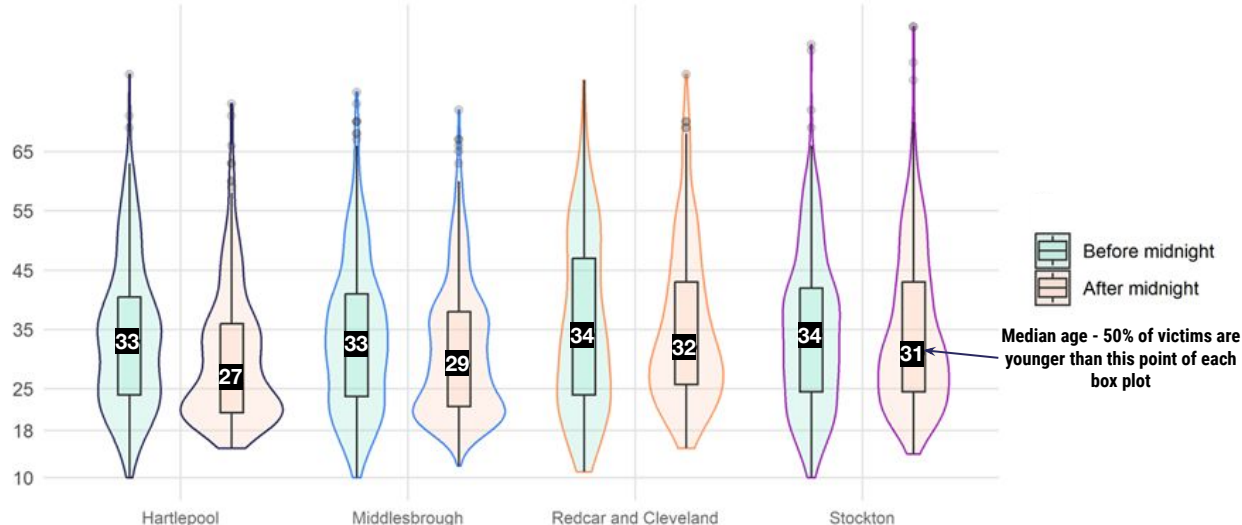
The higher and lower sides of each box represent the 25th percentiles. i.e. 25% of victims are older than the highest point of the box and 25% of all victims are younger than the bottom of the box

The age distribution of suspects is very similar, with incidents before midnight characterised by older offenders in Hartlepool and Middlesbrough, and later incidents driven by younger offenders,

Age distribution of suspects
NTE-related police incidents (Friday-Sunday only)
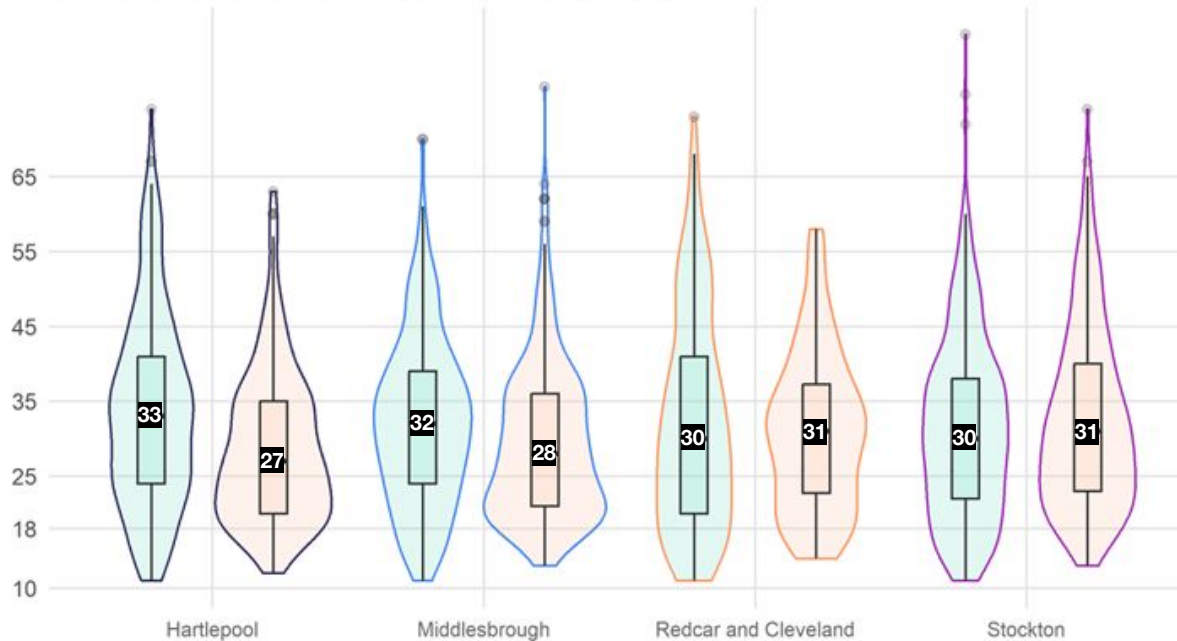
Notably, the age pattern is not the same in Redcar and Cleveland or in Stockton where suspect age doesn't vary substantially through the night, partly because of the wider range of ages out before midnight.

Before midnight
After midnight
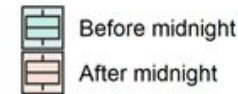
A similar profile is seen in hospital data, where the average age of those attending is higher early in the evenings on Friday and Saturday nights, and becomes younger through the early hours of the morning. Notably this shift happens later on a Friday night

Hospital attendance by hour
All attendances - Dec 2021 to Nov 2022
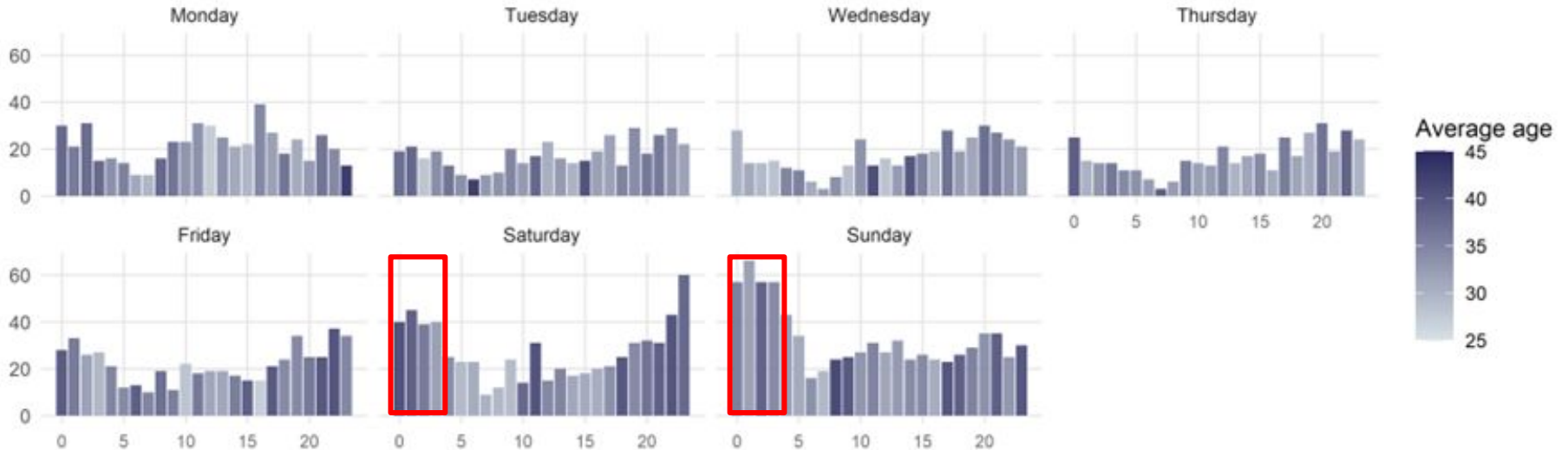
The distinction is even more stark when comparing pre- and post-midnight attendance. The 18-25 cohort in particular is significantly greater after midnight

Although assault is a significant driver of hospital attendance for the 18-34 year old cohort after midnight, there are still a substantial number of alcohol-only related attendances, particularly for older individuals.

Hospital attendance during the NTE
Demographics - Dec 2021 to Nov 2022
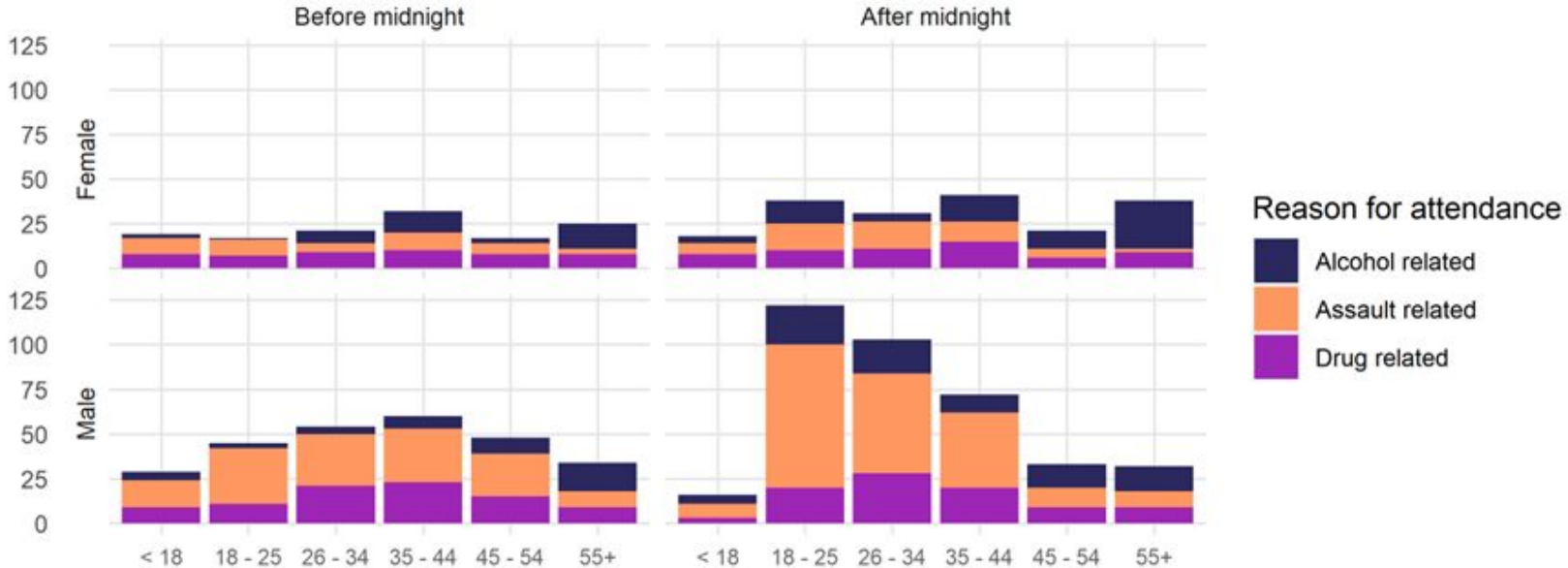
Hartlepool is the only local authority to have more female victims than male victims before midnight, though in all areas the suspect in most likely to be male

Both Stockton and Redcar and Cleveland see a decline in the number of offences occurring after midnight whereas Middlesbrough is the only area to see more victims (and consequently, offenders) between midnight and 6am than between 6pm and midnight.

Gender distribution of victims
NTE-related police incidents (Friday-Sunday only)

Gender distribution of suspects
NTE-related police incidents (Friday-Sunday only)
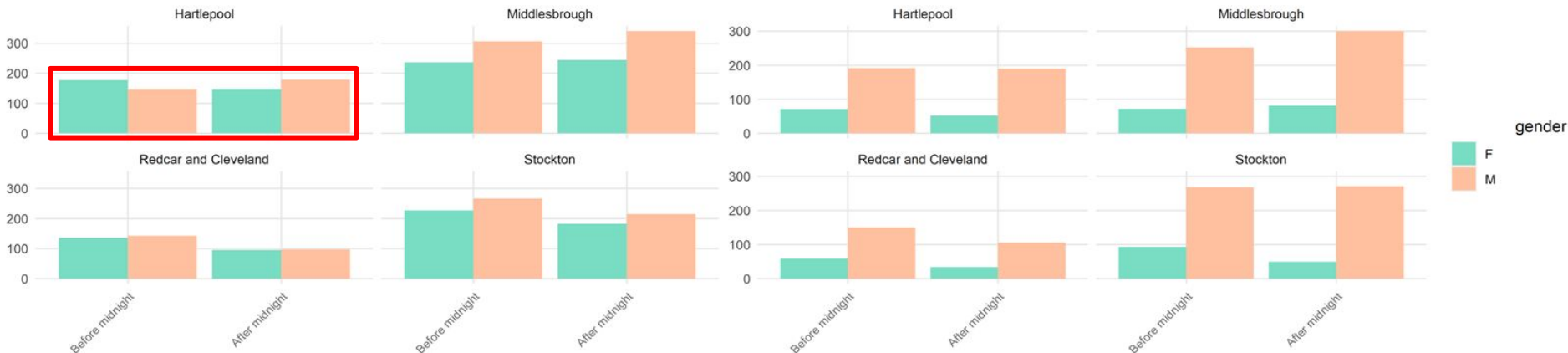
Hospital attendances are more likely to be male overall, though there is no strong pattern based on the time of the night.

Hospital attendance by hour
All attendances - Dec 2021 to Nov 2022
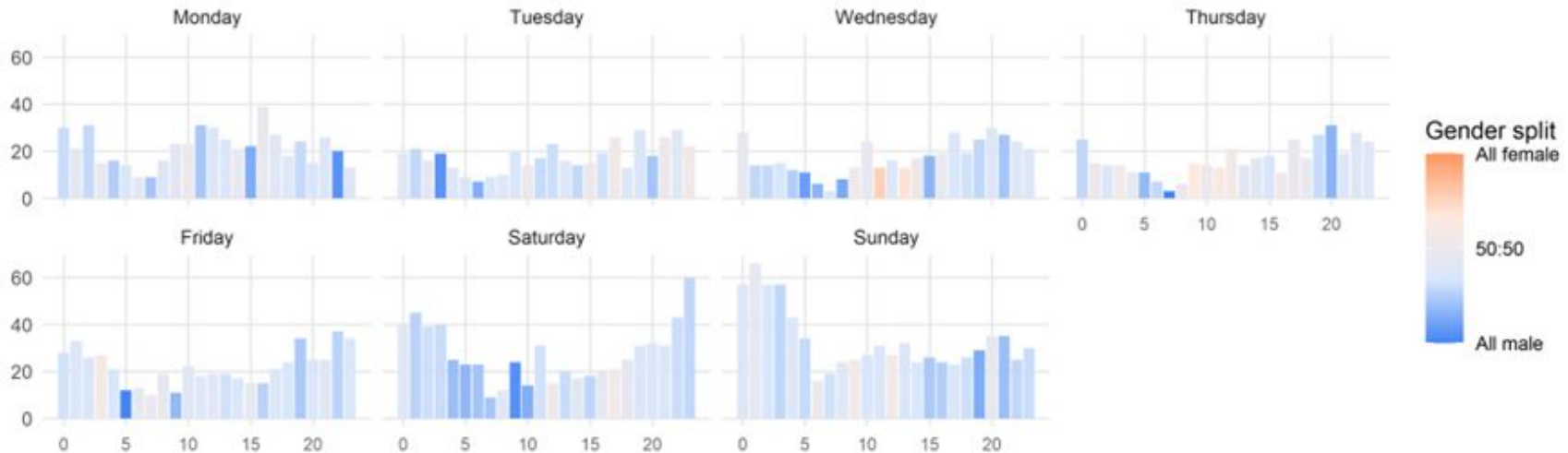
Stakeholders working in the NTE do not see common characteristics in victims and offenders of NTE violence based on demographics. But intoxication is a consistent theme in NTE incidents

Victims and offenders in the NTE do not have specific demographics

Across the board, interviewees explained they do not see common personal characteristics of victims or offenders involved in NTE violence. **People involved in NTE violence cover a broad range of demographics**. NTE staff explained they cannot judge which customers will be involved in incidents from their characteristics.

*"It varies, **you couldn't stereotypically say it's a type of person**. Sometimes you've got male offenders but it's not uncommon to see female offenders as well. **It's a broad spectrum of people who are involved** [in NTE violence]. Even the age, it could be anything from people who are out when they're 18, or younger when they're not meant to be out, all the way up to 40-50 year olds which you wouldn't expect to be involved, but they are"* - Police service Hartlepool

*"You wouldn't stereotypically look at somebody and think we're going to pick you out of the queue for looking like a wrongun'. **There's not necessarily a specific type of person.**"* - Middlesbrough license holder

Intoxication by alcohol and drug use is a key factor in defining the victims and offenders of NTE violence

From qualitative insights, **the most common theme in the characteristics of NTE victims and offenders is intoxication**. Interviewees across the agencies described alcohol and drug use as having the biggest impact on demand by the NTE, explaining that **intoxication causes people to be vulnerable to being both a victim and an offender of violence.**

*"**The common denominator across violence is not demographics it is too much alcohol and sometimes drugs**"* - Redcar and Cleveland Licensing Manager

*"When is comes to intoxication, **it can be anyone**, male or female, young or old, it doesn't really matter."* - Ambulance service

*"When alcohol and drugs are involved and being taken in licenced premises, people are affected differently by them. People lose their inhibitions and **anyone is open to being an offender or a victim unfortunately**."* - Police service Hartlepool

Although the characteristics were not seen as stereotypical, a broader culture of serious violence, protection and intent is viewed as influencing NTE violence

A culture of violence and the need for protection is fuelling attitudes that are triggering NTE incidents

The impact of broader serious violence, outside of the NTE, was described as creating a **culture of fear of violence and a need for protection that triggers violence seen in the NTE**. **Weapon carrying** was specifically raised as an issue in **Middlesbrough** that was linked to this culture. Other areas linked this culture of violence to **wider drug supply and organised crime groups in Cleveland**.

Although it was explained that victims and perpetrators of NTE violence do not have specific characteristics, this **culture of serious violence and protection was associated with the younger population**. However, it was distinctly noted that the **student populations in Cleveland are not part of the NTE problem.**

This culture was described as having an impact on the NTE by:
- an **acceptance and normalisation** of violence with intent to **cause more serious harm**
- a **reduction in standards of behaviour** that are seen as acceptable

"There's a culture of having something [a weapon] on you for protection in case you get into trouble, and *that's more prevalent in younger culture* around the town. Are people carrying this as protection as a deterrent for someone attacking them in the street?"* - Middlesbrough license holder

These attitudes can lead to active violent intent in the NTE

Broader serious violence in Cleveland is filtering into issues in the NTE. Some NTE staff have noticed that people arrive at venues with intent to cause harm and violence. Other NTE staff explained that people hover outside of venues, and roam around the busy parts of the areas during NTE hours. They described that this causes **tension and a fear of safety that can fuel violence during the night.**

*"Some people, before they even come out, they want to create a problem and when they go out it just adds fuel to the fire. They're not going out with the intention to enjoy themself, but **they're going out with the intention to have a problem because they have an issue with somebody and they know that person will be in a venue at a certain time**."* - Middlesbrough license holder

Impact of the night-time economy: users and the general public

The survey of NTE users received only 81 responses, but implied there is a general sense of worry about violence while going out in the evening in Cleveland. However this worry is fairly infrequent.

Have you ever felt worried about violence while going out in the evening in the Cleveland area?
(number of respondents = 81)

- Not worried in the past year
- Has worried in the past year

46%

54%
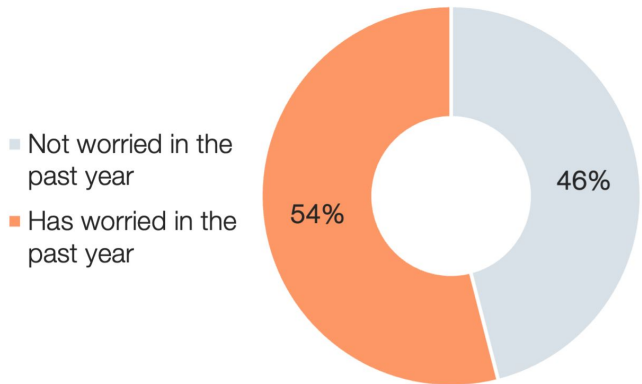
Just over half (54%) of the respondents **had** worried about violence while going out in the evening in the Cleveland area.

Respondents who <u>have</u> worried about violence when going out in the last year were most frequently worried **once a month or less.**

How frequently have you felt like this in the last year? *(number of respondents = 44)*

40%	
35%	
30%	
25%	
20%	
15%	
10%	
5%	
0%	

1 - 3 times: 25%
4 - 11 times (once a month or less): 34%
12 - 52 times (once a week or less): 9%
53 + times (more than once a week): 16%
Don't know: 16%
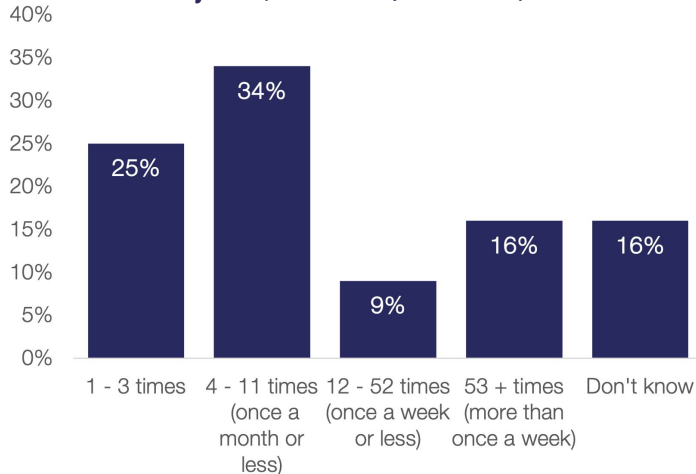
Of the 81 respondents to this survey, **54% responded that they <u>had</u> felt worried about violence** while going out in the evening in the the Cleveland area. However, it was more common for people to worry only a few times, **with 25% of respondents worrying 1-3 times and 34% of respondents worrying once a month or less** (4-11 times) in the last year.

N.B. the sample size for this survey was very small, meaning <u>conclusions cannot be drawn from these results alone</u> and would need further investigate to validate the results.

The level of this concern about violence when going out in Cleveland is felt at moderate levels by the respondents to this survey. Notably, women reported higher levels of worry than other genders

How worried did you feel the last time you felt worried about violence when going out for an evening?

(number of people who had worried = 44)

Left chart:
- Very worried: 14%
- Quite worried: 39%
- A little bit worried
- Not very worried: 4%
- Cannot remember: 7%

Three quarters of people felt a little bit or quite worried about violence the last time they were going out for an evening.

Right chart (Female / Male / Other):
- Very worried: Female 7%, Male 7%
- Quite worried: Female 32%, Male 7%
- A little bit worried: Female 20%, Male 16%
- Not very worried: Female 2%, Male 2%
- Cannot remember: Male 5%, Other 2%

■ Female ■ Male ■ Other

44 people responded they had felt worried about violence when going out for an evening in Cleveland. Within this group of people who had felt worried about violence, **three quarters had reported they were "a little bit worried" (36%) or "quite worried" (39%).**

Female respondents had a higher overall levels of worry than males and respondents who identify as "other" gender. **Females accounted for 32% of respondents who were quite worried and 20% who were a little bit worried.**

N.B. the sample size for this survey was very small, meaning <u>conclusions cannot be drawn from these results alone</u> and would need further investigate to validate the results.

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Concern about violence is impacting where and how people use the NTE. People are avoiding places from fear of violence, especially when there have been previous incidents or incidents fuelled by reports on social media

Violence in the NTE economy can cause people to avoid certain venues and areas

Violence incidents in the NTE can **change the locations and venues that NTE users attend**. Interviewees described the impact that violence can have on sparking a **general fear of crime** and **bad reputation** where these incidents are occur. NTE users can be displaced to attend other venues where they feel safer.

*"What we've seen is the NODs [number of drinks sold] after 10pm in Middlesbrough and Stockton town centre is a massive decline and i think the reason for that is the fear of safety … My residential sites then have increased NODs in after 10pm. **So people are clearly leaving the town and going to onto the local pubs where they feel safer**."* - Middlesbrough license holder

Avoiding venues with previous violent incidents is heightened by the spread of information on social media

Licence holders also explained that people often use social media as a way of reporting incidents. They described their frustration that **this social media reporting is sometimes not based on evidence, but can have a big impact on perceptions of fear and safety.**

*"If something happens in your venue, **with social media playing a significant part in it, it has an impact**. It only takes a few people to say it is not safe to go."* - Stockton license holder

*"If fights spill out, people start recording them and if it's outside our club **it does get put on social media and it will put people off**."* - Middlesbrough license holder

Violence and antisocial behaviour more broadly in Cleveland is also deterring people to go out in certain NTE areas

As well as incidents in NTE venues, interviewees described the impact of **wider antisocial behaviour creating a fear for the public and NTE users.** People described young people cycling and hovering around busy venues creating a fear of violence. One interviewee explained that staff and customers at their venue receive verbal homophobic abuse from young people congregating on the street.

Where NTE users attend is also influenced by the pricing strategy of licence holders. These pricing strategies can impact the risk of violence in the venue

Venues with cheaper pricing strategies are at risk of customers binge drinking and a heightened vulnerability to violence

Licence owners described the differences in pricing strategies and licence conditions between different venues. They recognised that the **venues with much cheaper pricing had an opportunity for customers to drink in excess**. Customer **intoxication was also described as a common theme in NTE violent** incidents. These cheap pricing strategies are **appealing** for licence owners in a competitive market and **for customers impacted by the challenging economic climate**.

*"Sometimes it's the drink pricing. In my licence I have minimum pricing so I can only serve a certain amount of drinks for a specified price that's been set out by the licencing team. I know that there's some bars that for what I charge at £4.95, they're charging for £2. I think **when people are getting drinks so cheap, they're drinking too much and binge drinking. That can have a knock on effect when they become intoxicated a lot quicker and they either become more vulnerable or more aggressive**."* - Middlesbrough license holder

Other venues target their pricing strategies to attract particular clientele and avoid violence

*"We raise our drink prices by 50p after 10pm to try to match with the late night economy because **we don't want to attract all of the bottom end of the market**."* - Middlesbrough license holder

*"We don't see any of this [violent incidents], in 30 years there's probably about 5 I can bring to memory. **I think that's indicative of our model.** People have to buy a ticket to come through our door and they've come for a purpose."* - Stockton license holder

Some licence owners are under the assumption that **targeting their drink pricing strategies to attract NTE users at the higher end of the market will avoid violence occurring in their venues**.

Similarly, some music venues explained that they see very limited violent incidents. From their view, this is because they charge a ticket entry and have higher end drink prices, so described that **customers are attending those venues with intent to see the live music for their enjoyment** and are only drinking 1-2 drinks at the venue.

Given the impact of the cost of living crisis, increased drink pricing is changing the way that some people use the NTE

Increased drink pricing is causing some NTE users to arrive at venues already highly intoxicated

NTE staff and other stakeholders involved in the NTE recognised that the **pricing strategies of licence holders affects the routines of NTE users as well as which venues they attend**. Due to the **challenges of the cost of living crisis** within Cleveland and general levels of deprivation, **NTE users rely heavily on drinking with a tighter budget** before they go out to venues.

NTE users now increasingly tend to "preload" and **drink more at their homes before they go out to the NTE**. Qualitative insights suggest that this is **changing the nature of the NTE demand** as people are coming out later into the night, between 10pm and 11pm.

This is causing NTE users to be **more heavily intoxicated when they arrive at venues**. NTE staff recognised that door staff are engaging more with highly intoxicated customers. This is creating situations of tension and verbal abuse, as well as **increasing the risk of physical and serious violence occurring.**

It is worth highlighting the economic dynamics at play which create a vicious cycle: violence in the NTE is driven in part by alcohol; selling alcohol cheaply is a key lever keeping the NTE going; because this drive violence, some people are deterred from going out or go home early.

"Taxis pull up and people literally nearly falling out drunk. There's a lot more preload at home nowadays. Money's tight with cost of living." - Middlesbrough License holder

"People do look for where's the place they can get cheapest drinks from now. **With the cost of living, people are struggling. They're now preloading way more before they come out. "** - Stockton License holder

"You're never quite sure how much somebody has had to drink before they step over the threshold of the premises they are going to. **But people are arriving very intoxicated now**." - Licence officer

Impact of the night-time economy: Businesses

Crest

Some licence holders have invested in implementing violence prevention measures. Whilst others are concerned about their reputation if they are associated with a need for prevention

Some venues use preventative measures to mitigate the risk of violence occurring in venues

It is clear that some licence holders, particularly late-night licences, have **implemented a lot of preventative safety measures** to **make the venue safe** and **meet relevant licencing standards**. Some of these measures include:

Knife arches	ID scanners and database
Weapon detector wands	CCTV and additional lighting
Drug safes	Pubwatch radios

But these measures do have a high financial cost on the business

It was acknowledged that **these measures take a significant drain on the businesses resources.** Whilst the need for preventative measures was recognised as important, the financial impact on a business can be challenging.

"We've spent way over £10,000 to implement the new safety measures. The ID scanning machine alone was above £3,000." - Middlesbrough license holder

However these measures can inadvertently deter customers due to a fear of safety

Licence holders at other venues feel reluctant to implement these prevention measures. They described how **any visible association to a need for preventing violence can imply that their venue is not safe.** There is a discrepancy between demonstrating being active in preventing violence and avoiding losing regular customers due to a fear of safety.

Some NTE staff described that knife arches and thorough drug and weapon searches can **create tension for the regular customers who they aim to attract**. The concern of licence holders is that this use of measures will **deter their customers from attending the venue and lose business**.

*"If we started routinely wanding everyone and bag searching everyone that came through, **that in itself would send a message to our regular customers that there was a degree of safety being compromised in the venue**. If we're looking for knives, that means we've found knives or we've had trouble. **So it can create an illusion of a negative threat to safety**."* - Stockton license holder

High profile violent or antisocial incidents can have a long term negative impact on NTE businesses. This impact is heightened by press releases and reports on social media

Media reports of incidents can have a significant negative impact on businesses

Press reporting, specifically through social media, of a violent or antisocial incident can **significantly damage the reputation of the NTE business**. This can cause a **reduction in trade**, with **customers not wanting to attend** the venues due to their perception of fear and safety.

However, often licence holders felt that media outlets will report incidents with **misinformation** so the **damage to their reputation is disproportionate to the threat of the incident**.

The reputational effect doesn't just impact the venue where the incident occured

Not only do press and social media reporting have an impact on the venue that the incident occurs in, but it can also have a knock-on effect on other NTE businesses in the area. The current way that violent and antisocial incidents are being communicated to the wider community and general public is **negatively impacting the reputation of the whole area**. Interviewees felt that this is having a **wide economic impact because people are no longer travelling in to the Cleveland NTE as a whole**.

Case study: *"There was a case over Christmas about someone being spiked in a bar and she was explaining the situation on facebook. So we got in contact with her through facebook and asked if she'd reported it to the police and we asked if we could have more information. But the post then got removed immediately. **The thing is it had already been shared over 10,000 times**. The venue went to the press to try and turn the tables. **There was no evidence behind it or reporting to the police but the impact of that on the venue was massive."** - Licensing Manager

*"The **NTE venues are their own communities** and **one incident in one of them can affect them all**."* - Licensing Manager

*"Once an incident gets out on facebook or the media, it has a negative vibe for the whole town and it gets a negative reputation. The decent people don't want to come to Stockton because there's loads of trouble. **But the trouble is in a small area and the rest of the venues suffer for it**."* - Stockton license holder

The relationship between the police and some NTE businesses is difficult. Some NTE staff are frustrated with the level of support that police response can offer and feel the responsibility is falling heavily on businesses

NTE staff feel they don't receive support from the police to manage and respond to violent incidents

Many NTE staff and business owners feel that the **responsibility for managing violence falls heavily on their resources because of the lack of access they have to the police** support and response. They described examples of waiting hours to days for a response to an active incident.

This lack of access is felt by both the **slow response times** to 999 calls and the **lack of police visibility** patrolling hotspot NTE areas.

*"How long are our door supervisors meant to be detaining someone who we have suspicion has ill intent with a blade in the venue? **How are our door supervisors meant to spend all this time detaining someone** when **we have another 800-900 people in the venue who we're meant to look after.**"*
- Middlesbrough license holder

Licence holders feel there has been an increasing demand on businesses to manage NTE incidents

Some licence holders described that the strain on police resources has increased the demand on their businesses to be responsible for managing violence and antisocial incidents in the NTE. From their view, where **previously the performance measures of responding to NTE had been on the police, this pressure has now been shifted to licence owners.**

*"A late night premises has a **drugs confiscation condition as part of their licence** and they have to confiscate drugs and put them in a locked safe for the police to collect. That safe was overflowing so **they had to get a second one because it was overflowing because the police hadn't come to empty it.**"* - Licensing Manager

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Multi-agency collaboration between NTE businesses and street pastors is working well to reduce the impact of limited ambulance resources and protect public safety in the NTE

NTE business similarly experience long waiting times for the ambulance service to respond to health incidents

NTE staff also expressed frustration with the response times for an emergency service response by the ambulance. Health incidents that impact NTE businesses can range from intoxication to injury by violence.

Some venues have implemented contingencies such as in-house medics to mitigate this impact, but this does drain the business resources. **Where major incidents do occur that require an emergency response, NTE staff explained that staff are waiting hours for an ambulance to provide support**.

*Case study: "We had one instance with a girl who had had far too much to drink, she was in and out of consciousness which was a worry being in that condition. Because **we had to wait over 2.5 hours for an ambulance**, it was easier to get an emergency contact off her phone, who was her dad, and get him to pick her up and take her to the local A&E department."*
- Middlesbrough license holder

Multi-agency collaboration works well to reduce the impact on businesses and NTE customers of limited ambulance resources

Where slow response times from the ambulance service is causing challenges, some areas use **other agencies to support with NTE public safety and health**. Partners such as Safe Haven, Boro Angels and Cipher offer health, safety and first aid support to NTE users and businesses for non-emergency cases.

These agencies were highly praised by NTE staff and stakeholders from other services, for providing an **effective service and reducing demand on both businesses and the ambulance service.**

*"We're in a very lucky position to have what we have with these units [secondary health support]. They're very rare in major cities and big towns. It's a huge resource but **we all massively rely on it** and **it's a massive benefit to public safety and life**." - Middlesbrough license holder*

*"Safe Haven is a place where people can be taken to and it **reduces the strain on the ambulance service**. We [Boro Angels] always have a first aider on the team who carries a stab pack. We do get called by venues to help out with first aid incidents and we're linked up to the radios on the pubwatch scheme. If we can't deal with it, we can ask for Cipher as backup to attend. They respond quickly." - Middlesbrough license holder*

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Strained relationships between NTE businesses and local services are meaning that NTE staff and businesses are reluctant to report violent incidents

Some NTE businesses feel dissatisfied with the response from emergency services

Licence holders and people working in the NTE described **challenging relationships** and **dissatisfaction with the response they receive from emergency services**, especially in Middlesbrough.

NTE businesses described waiting hours or sometimes days for a response from the police or ambulance service for an active violent incident. Staff are **wanting support from these services to manage and de-escalate NTE violence. However they feel the current response is not offering this.**

Others also feel unsupported by the delivery of punitive local licencing responses

Some business owners explained the **licensing requirements** put in place as a result of a violent incidents can be **out of touch with the context of the business**. This has meant that some NTE staff can feel the working relationship is not supportive.

For example, one businesses owner described that their licencing requirements, following a violent incident, were decided a year after the incident. Many of these requirements had already been put in place months prior.

This is causing some NTE businesses to be reluctant to report incidents, so are trying to manage violence in silos

Due to these strained views of relationships with local services, including police and local licencing, some **NTE staff feel that reporting violent incidents will have limited benefit to the business**.

They report feeling isolated with the responsibility of managing NTE violence. This is due to the combination of the dissatisfaction with the emergency service response, and the lack of personal support from licencing.

*"**Where's the support there for us?** At the point they [the offender] leaves the building, what are we supposed to do if we can't get the support from CCTV operators or the police?"*- Middlesbrough license holder

*"If we're [NTE businesses] all honest, **we're all experiencing the same things but we're just not telling each other**."* - Stockton license holder

Impact of the night-time economy: Services

Crest

CCTV is a useful tool to support agencies in monitoring and understanding the scale of incidents in the NTE

CCTV is valued across different agencies as an important tool in managing NTE

CCTV was described as an essential resource to monitor and officially record incidents in the NTE:
- CCTV in NTE businesses and compliance with CCTV licence standards is important for licensing managers to be able to **detect and record incidents that are occurring in venues** and to allow a **multi-agency response to preventing further incidents from occurring**
- CCTV owned by the council can also provide evidence and **ongoing monitoring of incidents outside of NTE venues**
- CCTV is vital for police officers to **judge the appropriate response required for an incident**

*"Knowledge is power, and **without any of that knowledge [CCTV evidence], we can't do anything about it**."*
- Licensing Manager

However where CCTV is not being used effectively, understanding the scale of violence is limited

Resource constraints are a barrier to CCTV working effectively in Cleveland. For example, in one area one council CCTV officer is responsible for covering over 200 CCTV cameras. They are also responsible for acting as the phone duty officer and key holder on the same shift. This means they are likely to miss incidents or not be present when a police call for intel comes in. Across the board of services, interviewees explained that **sufficient resourcing and multi-agency partnerships are important in allowing CCTV to support the management and response to NTE incidents.**

*"We had an incident in our venue. The guy ran out of the club when our door supervisors tried to detain him. So **our CCTV officers contacted the council CCTV over the radio** to try to get them to track him through town, but **they were just anonymous**. They weren't there. **So the guy just disappeared into the night**." - Middlesbrough license holder*

Licensing managers offer guidance to NTE business owners and aim to maximise business and improve standards. Positive relationships with licence holders is essential for improvement

Licensing managers aim to support NTE licence holders in improving their strategies and maximise their businesses

Licensing managers explained their main priority is to keep NTE businesses open and busy with custom. Their aim is to **support businesses to continually improve their standards** and response to incidents. **Training provision** is a key method used by licensing managers to support violence prevention.

Relationships with NTE businesses are essential in allowing licensing managers to effectively provide support

A key challenge for licensing managers in the relationships with licensees is balancing enforcement with support. Enforcement is required when consistent issues within a premises jeopardise public safety. However, the methods of enforcement can result in **licensees being less willing to engage with future prevention measures, education and training.**

Licensing managers recognised that to have a **positive impact** with improving venues strategies, **there needs to be productive working and collaborative relationships with the licence holders.**

*"**We want to build those relationships so that licensees are comfortable enough to work with us**. Businesses need to feel comfortable enough to know that we'll take them seriously. They'll want to help us if we're helping them. It's a symbiotic relationship between us all. It's about getting everybody to see that that's the ideal."*
- Licensing Manager

*"**Its really difficult to get that relationship sometimes**. When people are grappling for custom, they don't want to bring anything that causes negativity into their venue, they just want to bring people in. Some premises in Middlesbrough are still really trying their best with compliance and doing everything they should be. **But I still see that general levels of compliance have dropped since COVID**. "*
- Licensing Manager

*Case study: "As part of the serious violence project we offered all licence premises, all 56 of them in the town centre, **we offered them free training on licencing**. We offered 2 hours of training for free in their own premise, **at their convenience** with a 4 month window, for up to 15 of their staff. **But half of those businesses didn't take us up**." - Hartlepool local council*

NTE has a wider impact on ambulance and fire and rescue services, often as a result of intoxication-related incidents. But this demand tends to come from areas outside of the typical NTE hotspots

NTE can have a demand on the ambulance service due to injury or illness from intoxication

From qualitative insights, the NTE **demand on the ambulance service tends to come from different locations than the demand on the police and NTE businesses**. Typically ambulance services are called to areas surrounding the NTE, moving from NTE venues to more residential areas.

The demand on ambulance services can cover a range of incidents related to the NTE. Some main issues:

- Include **injury from intoxication**, such as falling over
- Injuries from **assaults during the NTE**
- **Illnesses and health threats** from intoxication

Intoxication is also a key risk factor in fire and rescue calls for service

Demands on the fire and rescue service can also correlate to the demand times of the NTE; from qualitative insights, calls to service tend to increase later in the evenings and over weekends.

It was also recognised that the NTE can have a demand on the fire and rescue service because of the impact of intoxication:

- **Accidental dwelling fires** are a common call for the service, which are at higher risk when people are intoxicated
- **Substance and alcohol misuse** were seen as a common theme in characteristics of fire and rescue calls for service
- Intoxication also has a demand on the service due to **road traffic collisions** as a result of driving under the influence

Recruitment and staff resourcing issues is impacting agencies across the board, from police and licensing to local councils. This is impacting the multi-agency ability to manage the NTE

Agencies are limited in their ability to respond to NTE incidents and demand coming in

All services engaged with this research, including police, ambulance, licencing and local councils, consistently reported that **limited resources are a key barrier** to being able to **actively respond to and manage issues in the NTE**.

This causes issues based on:
- Restrictions on having **dedicated NTE staff**
- Challenges for staff to respond to NTE issues that may be **lower priority** to their tasks, or just embedded in a **long list of wider responsibilities**
- Difficulty in having **enough time** to respond to issues with the **full capacity and attention** needed to resolve NTE issues

Agencies' ability to understand the scale of the NTE issues is restricted

Services also explained how a lack of resources is restricting their ability to fully understand the scale of the problem within the NTE.

Having **fewer staff available to monitor** and respond to NTE incidents means there are likely **incidents happening that are not picked up and recorded**. This issue is exacerbated by challenging relationships with licence holders reporting incidents.

For example, a local council officer explained that they were given **funding for an additional CCTV officer for 4 months.** Over this time, the **recorded NTE violent incidents almost doubled**. When that funding ended, recorded incidents fell again.

Agencies tend to be reactive to problems in the NTE rather than proactive

Violence prevention requires early interventions and a public health approach to address the primary, secondary and tertiary risk and protective factors. This was acknowledged by a number of services involved in this research.

However, due to strains on managing demand, some services explained that they are **restricted to reacting to violent incidents** and are limited in the prevention work that they can do to tackle NTE issues.

One licensing manager explained that their **aim is to be proactive in supporting and educating licence holders about managing venues before incidents occur**, but due to high demand and limited available staff, reacting to incidents takes a higher priority.

Recommendations

Summary of recommendations

Defining the NTE
- A broad definition of the locations and times of the NTE should be used to ensure adequate coverage for any analysis, intervention, or evaluation. The nine areas, including the 500 metre buffer, and the times of 6pm to 6am every day, should be used.
- This does not preclude the use of more targeted times and spaces for specific interventions.

Where to focus
- Stakeholders were clear that a range of approaches will be needed as the challenges are not restricted to particular locations. The wider strategy will need to encompass venues and their surroundings to be successful.
- Interventions should not only target where NTE venues are located - the areas and directions people disperse to are also important to address - particularly in the major town centres.

Who to focus on
- The range of demographics that are engaging in violence in the NTE makes it difficult to efficiently target a high-value cohort. However, there was significant agreement that alcohol and drugs were widespread issues. A focus on properly managing drunk individuals should be taken.
- The different age profiles through the night suggest a different approach will be necessary to address issues before or after midnight.

What to do
- License holders feel let down by services - repairing that relationship, demonstrating the wider challenges, and showing them that services are delivering as best they can with current resources may help generate greater engagement with interventions.
- Focus groups with license holders in Middlesbrough and Stockton delivered significant insight and replicating this locally in Hartlepool and Redcar would be a valuable exercise.
- Perceived increases in aggressive begging and hateful abuse could further explored by engaging NTE stakeholders as well as hostel/temporary accommodation providers.
- Alcohol pricing is an issue and one that has been well researched in the past. The partnership should consider what can be done to dis-incentivise price discounting or increase prices.

Thank you

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Annex 1:
Rapid Evidence Review

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Existing evidence base

Interventions with support

These interventions have evidence in possibly reducing crime relevant to the NTE.

Hot spots policing

- For the reduction of violent crime, drug offences, disorder, and property crime, hot spots policing programmes that take a problem-oriented approach are most effective (vs. increased patrols or enforcement) (College of Policing, 2018).

Alcohol pricing

- Increase in alcohol tax or pricing reduces alcohol-related traffic crashes, injuries and fatalities, as well as violent crime (College of Policing, 2015a).

Car breathalyser lock

- Overall, the evidence suggests that ignition interlocks reduce drink-driving reoffending while the device is installed, but this effect disappears when the interlocks are removed (College of Policing, 2015b).

Interventions with no strong evidence

These interventions although may sound relevant, do not show strong evidence in reducing crime.

Limiting alcohol sales

- Overall this has not had a statistically significant effect on crime. Evidence from changes in UK licensing laws was of poor quality, making it difficult to come to definite conclusions about these types of policy intervention (College of Policing, 2015).

Zero-tolerance policing

- Also called aggressive order maintenance or broken windows policing (strictly enforcing the law showing zero tolerance towards low level criminality and individual disorderly behaviours, such as graffiti and loitering) has shown no effect on reducing crime (College of policing, 2022) and may harm police-community relations (Skogan & Frydl, 2004)

Existing evidence base (continued)

Interventions with support

These interventions have evidence in possibly reducing crime relevant to the NTE.

Problem-oriented policing

- Problem-oriented policing (POP) is an approach to tackling crime and disorder that involves: 1 - identification of a specific problem 2 - thorough analysis to understand the problem, 3 - development of a tailored response, 4 - assessment of the effects of the response. POP is an approach to develop targeted interventions, rather than an intervention itself.

Street lighting

- Overall, the evidence suggests that improved street lighting can reduce crime. Crime (violent and property) reduced by an average of 21% in treatment areas where street lighting was increased, relative to comparison areas without increased street lighting (College of policing, 2015d).

Interventions with no strong evidence

These interventions although may sound relevant, do not show strong evidence in reducing crime.

Brief interventions for alcohol use disorders within criminal justice settings

- There is evidence that brief interventions for alcohol use disorders (1-4 face-to-face sessions of personalised feedback on alcohol intake in relation to recommended limits, discussion of health and social risks) reduce crime, but overall there is not a statistically significant effect (College of Policing 2018a).

Lockouts

- Lockouts – also known as last entry – aim to reduce alcohol-related violence by restricting the times at which patrons can be admitted to alcohol licensed premises.There is some evidence that lockouts have either increased or reduced crime, but as the review did not conduct a meta-analysis, no overall effect can be reported (College of Policing.

Existing evidence base (continued)

Interventions with support

These interventions have evidence in possibly reducing crime relevant to the NTE.

Interventions with no strong evidence

These interventions although may sound relevant, do not show strong evidence in reducing crime.

Minimum legal drinking age laws

- Overall, evidence suggests no impact on crime (but some studies suggest either an increase or a decrease). This evidence is however, weak. For crime type, increased MLDA was more likely to be associated with reductions in drink-driving offences than other crime (vandalism, disorderly conduct and homicide). The effectiveness of this law might be increased if it is enforced more rigorously and alternative access to alcohol by young people is restricted (College of Policing, 2015c).

Youth curfews (similar to UK dispersion orders)

- Juvenile curfew laws aim to deter young people from committing crime, reduce opportunities for crime and increase parental responsibility for their children. They show no significant effect on crime. Note all evidence is from the USA and may not generalise to other contexts (College of policing, 2019)

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Annex 2:
The D3 model

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Appendix A: steps of D3 algorithm for defining NTE areas with additional step of removing non build-up areas using land-use data

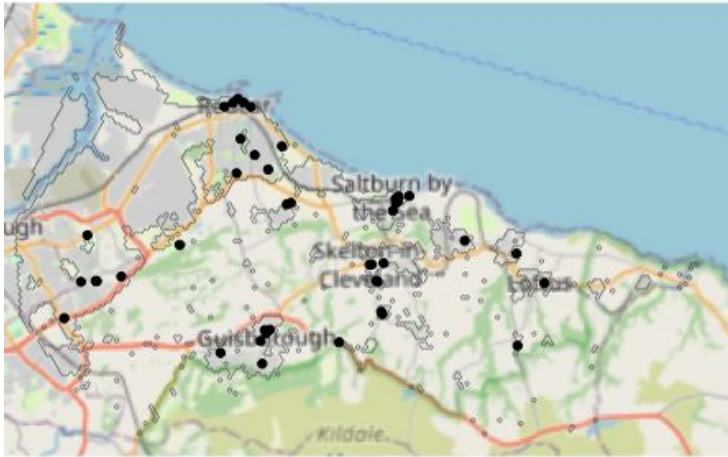Step 1: Take the local authority area and divide into grid cells
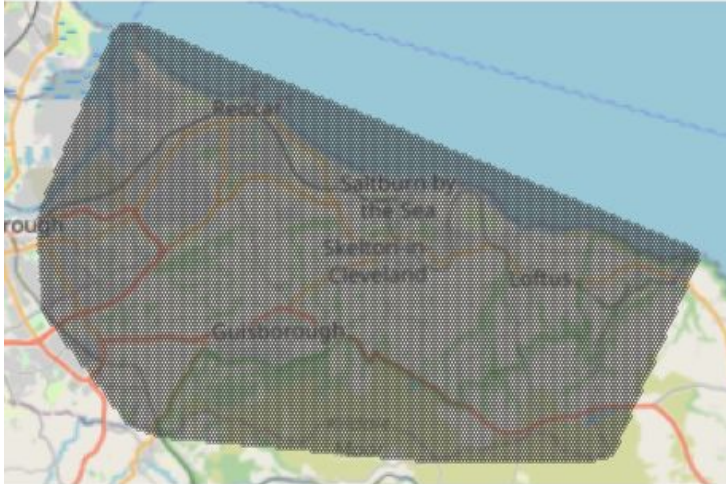
Step 2: Remove grids over non built-up areas

Step 3: Plot location of points of interest (in the paper this is based only on venues)
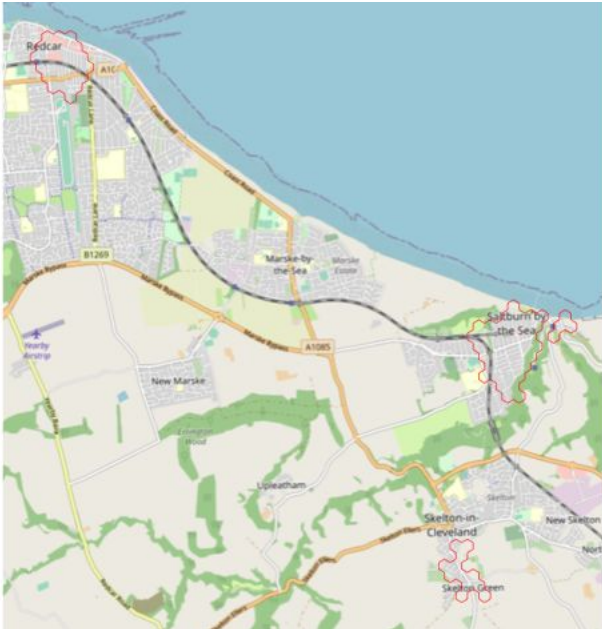
Step 4: Calculate hotspots (based on Kernel Density Estimation)

Step 5: Merge adjacent cells into a cluster indicating NTE clusters

Step 6: Select the largest (or 2nd or 3rd largest, depending on how many areas you want) cluster, buffer and simplify the boundary. Here the largest cluster is around Saltburn

Annex 3:
Additional charts

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Additional evidence regarding price sensitivity

NTE activity in the area was viewed as highly sensitive to price

Compared to other areas, stakeholders felt NTE activity in Cleveland was particularly influenced by price and that customers would go to where they could find the lowest prices. Premises with low alcohol prices were highlighted as source of demand by police, for example, low cost venues on Church Street in Hartlepool were highlighted as a key points of demand for the police.

Attempts in some areas to agree a minimum price have failed due to competition between premises and large brands ability to sell at lower prices.

Price sensitivity may diminish the relationship between venues and customers

In the view of some stakeholders, competition between premises and price sensitivity means that there is less familiarity between venue management and customers.
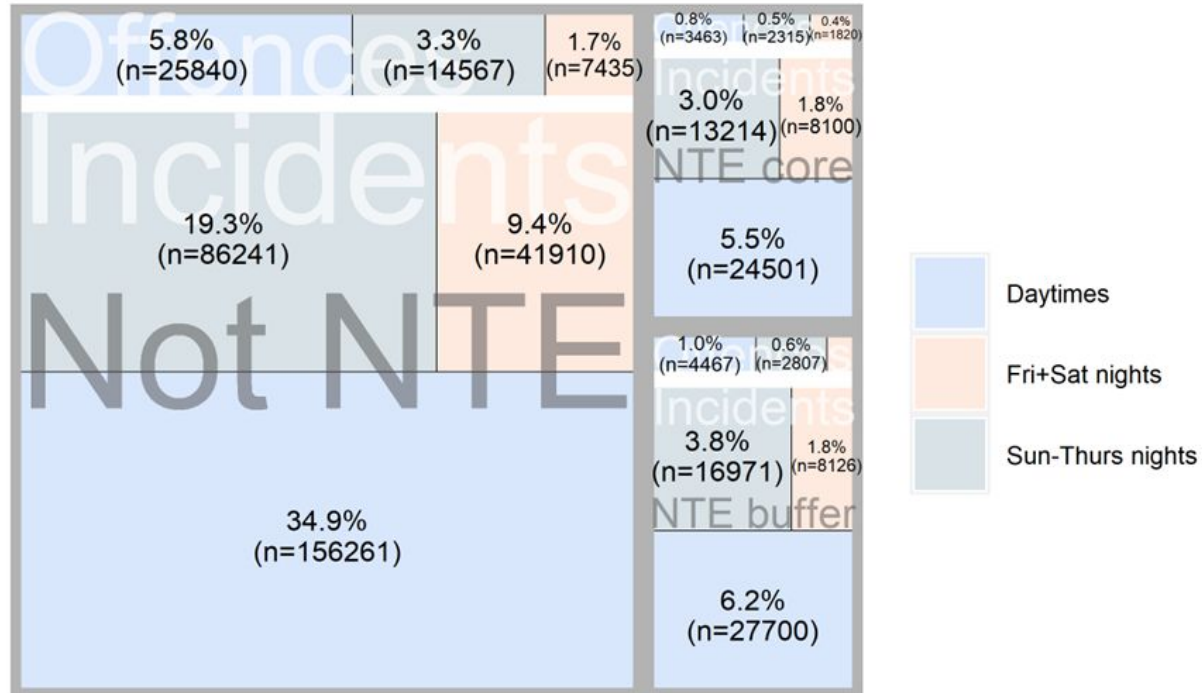
However some of the licensees we spoke to felt they had a strong local clientele relationship was identified as a protective factor against violence in their venues.

"Middlesbrough and Stockton are very price sensitive towns and there is a lot of competition" - Middlesbrough and Stockton Licensee

"On Church Street you have got your likes of your [pub brand] and that is generally quite a cheap pint... that's where a lot of [incidents occur], not so much inside the pubs, outside [on the street]." - Cleveland Police Stakeholder

"Within Stockton town centre at the pub watch schemes it is always muted about coming up with an agreed price between the premises and it never really works… you've got [large pub brand] that they will never really be able to compete with." - Stockton Licensing Manager

"The crowd, there is no loyalty… they will flock to where the drinks are the cheapest in Stocktown town centre… so that is why some of our premises find it hard to survive, because they are making money one month and then the crowd has moved on to somewhere else." - Stockton Licensing Manager

"9 times out of 10 when it does go off in the club you can singlehandedly point at the person who is causing the aggro and because we know so many faces and we are familiar with a lot of people that do come into the club, we can stamp that out right away." - Middlesbrough Licensee

A further breakdown of incidents to split out the proportions that are offences (see Slides 25 and 26)

Distribution of incidents and offences across Cleveland
December 2020 to November 2022

Legend: Daytimes, Fri+Sat nights, Sun-Thurs nights

Offences / Incidents / NTE core / NTE buffer / Not NTE

5.8% (n=25840), 3.3% (n=14567), 1.7% (n=7435)
0.8% (n=3463), 0.5% (n=2315), 0.4% (n=1820)
3.0% (n=13214), 1.8% (n=8100)
19.3% (n=86241), 9.4% (n=41910)
5.5% (n=24501)
1.0% (n=4467), 0.6% (n=2807)
3.8% (n=16971), 1.8% (n=8126)
34.9% (n=156261)
6.2% (n=27700)

When looking at the more narrow definition of Serious Violence, the pattern of demand is almost identical to the broader All Violence and Sexual Offences shown on slide 47

Offences by hour, split by NTE area (buffered)
Serious Violence - Dec 2021 to Nov 2022
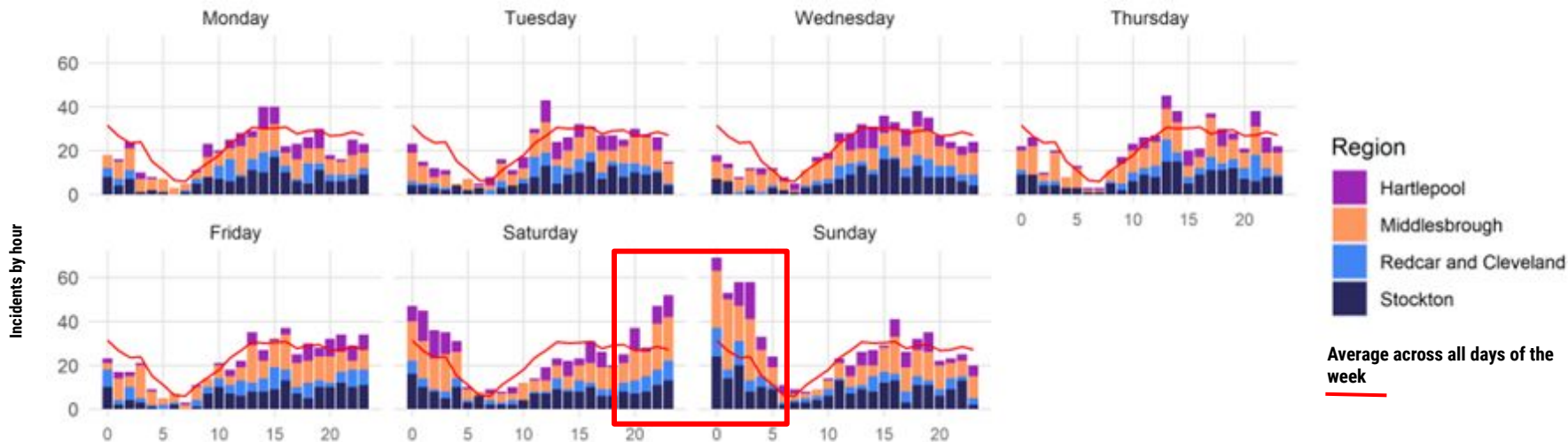
Aligned to the previous SNA, the following offences are included in our analysis when referencing aggregate serious violence

HO Code	Included offences
1	Murder
2	Attempted murder
3	Conspiracy to murder, threats to kill, attempted threats to kill
4	Manslaughter, causing death or serious injury by dangerous driving, causing or allowing a child or vulnerable adult to suffer serious physical harm
5	Endangering life, including assault with intent to cause serious harm, assault police (wounding with intent to resist/ prevent arrest), possession of a firearm with intent to endanger life
8	Assault with injury (inc attempted), harassment - stalking involving serious alarm/ distress
13	Child abduction
14	Procuring illegal abortion
17, 17B, 20, 20B	Assault on a child under 13 by penetration, assault on a male/ female by penetration, sexual assault on a child under 13 (inc attempted)
19	Rape
21, 22, 23	Sexual offences, including causing or inciting a child to engage in sexual activity, causing or inciting a person to engage in sexual activity without consent, sexual activity with a family member
28, 29, 31	Distraction burglary of residential property (inc attempted), aggravated burglary (inc attempted) both residential and non-residential
34	Robbery, attempted robbery, assault with intent to rob of personal property
36	Kidnapping (inc attempted)
37	Causing death by aggravated vehicle taking
56	Arson endangering life (inc attempted)
57	Criminal damage endangering life
70, 71, 73	Sexual activity with a person with a mental disorder impeding choice, sexual exploitation of a child offences and abuse of position of trust offences
88	Administering a substance with intent, trespass with intent to commit a sexual offence, meeting a child following sexual grooming (inc attempted)
99	Knowingly holding another person in slavery/ servitude, racially or religiously aggravated inflicting grievous bodily harm without intent (outcomes only)