

# **DRAFT CUMULATIVE IMPACT ASSESSMENT AND POLICIES 2025-2028**

February 2025

Appendix 3

## **Middlesbrough's cumulative impact assessment and policies**

### **1.0 Legislative Framework**

1.1 Under the Licensing Act 2003, responsibility for alcohol licensing in England and Wales rests with local authorities. This includes the issuing of premises licences and club premises certificates.

The Licensing Act 2003 has four licensing objectives:

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

1.2 Section 5 of the Act requires a Licensing Authority to publish a statement of its licensing policy at least every five years. This policy must take into account any cumulative impact assessment (CIA) a Local Authority has published under section 5A of the Act before determining whether to introduce a Cumulative Impact Policy (CIP). The Licensing Authority must review a CIA within three years.

### **2.0 Introduction to cumulative impact assessment/cumulative impact policies**

2.1. The aim of a CIP is to limit the growth of licensed premises where the promotion of the licensing objectives is being compromised. CIPs strengthen the ability of Local Authorities to control the availability of alcohol and to reduce alcohol-related crime and disorder. The Cumulative Impact Assessment provide the industry with greater clarity about how the CIPs are used and provide transparency over the evidence used to implement CIPs.

2.2. A CIP may be published by a Local Authority to help it to limit the number or type of applications granted in areas where there is evidence to show that the number or density of licensed premises in an area is having a cumulative impact which are leading to problems which are undermining the licensing objectives. This can include serious problems with disorder and nuisance.

2.3 When considering cumulative impact, the guidance under 182 of the Licensing Act 2003 suggests that Councils should consider a broad range of data sources including data held by Responsible Authorities such as Police and Environmental Health. Public Health data can also be relevant, although public health is not a licensing objectives.

2.4 CIPs did not have a statutory basis until 6 April 2018 when section 141 of the Policing and Crime Act 2017 came into force and amended the 2003 Act. Until that date, "cumulative impact" and cumulative impact policies (CIPs) were only described in Home Office guidance on the Licensing Act. The change in legislation requires that once a cumulative impact policy is introduced there is a statutory requirement to review the Cumulative Impact Assessment every 3 years.

2.5 Whilst the evidence underpinning the publication of a cumulative impact policy should generally be the basis for a decision to refuse an application or impose conditions, it does not change the way that decisions are made under the Licensing Act 2003. If no representations are received, the licensing authority must grant the application subject to terms that are consistent with the operating schedule submitted by the Applicant. If relevant representations are received, each decision still needs to be made on a case-by-case basis with a view to promoting the licensing objectives.

2.6 It is for the applicant to demonstrate, within their operating schedule, that **they will not be adding to the Cumulative Impact. Applications in areas covered by the CIA should therefore give consideration to potential cumulative impact issues when setting out the steps that will be taken to promote the licensing objectives.**

2.7 The Licensing Authority recognises that the cumulative impact policy is not absolute, and that any application will continue to be considered on its own merits. The Licensing Authority will give consideration to the contents of the applicants operating schedule, any relevant representations and whether the imposition of appropriate conditions would be effective in preventing problems.

2.8 **The council makes it clear in this policy that cumulative impact, in the absence of a specific 'special' policy, can still be raised in relevant representations and could form the basis for legitimate questions by members of the Licensing Sub-Committee. i.e. the absence of a special policy does not prevent the issue of cumulative impact being properly raised, considered and acted upon in the interests of promoting the licensing objectives.**

### **3.0 Cumulative Impact Policies in Middlesbrough**

3.1. There are two Cumulative Impact policies in Middlesbrough that relate to two different geographical areas and the types of licensed premises affected. There are areas within Central and Newport wards where both policies apply.

#### **3.2. Area 1 Cumulative impact policy.**

The Area 1 CIP covers the area detailed in paragraph 4.2. In this designated area applications for the following licences, if they are likely to add to the existing cumulative impact, would normally be refused, if relevant representations are made:

- new premises licences for the sale of alcohol on the premises or club premises certificates
- material variations to existing on licence premises or club premises certificates
- Applications for new premises, seeking to provide a licence for hot food between 11pm and 5am where the food is purchased to take away from the premises and variation to extend the hours of such sales.

3.3. This Area 1 Cumulative Impact Policy (CIP1) was introduced in the Council's first Licensing Policy implemented under the Licensing Act 2003 in 2005. It was amended as part of the 2011 policy review to cover late night refreshment premises and material

variations and as a result of this Cumulative Impact assessment there has been an amendment to the boundary.

### **3.4 Area 2 Cumulative impact policy.**

The Area 2 CIP covers the area shown in paragraph 7.1 and comprises of the following wards:

- Central,
- Newport,
- Park,
- Longlands and Beechwood,
- North Ormesby.
- Park End and Beckfield.
- Brambles and Thorntree
- Berwick Hills and Pallister

In these designated wards applications for the following licences, if they are likely to add to the existing cumulative impact, would normally be refused, if relevant representations are made:

- new premises licences for the sale of alcohol off the premises
- material variations to existing off licence premises

3.5. As part of the review of the Statement of Licensing Policy in 2016 the Licensing Authority introduced this Area 2 CIP for the wards of Central, Newport, Park, Longlands, and Beechwood, North Ormesby. As a result of this Area 2 Cumulative Impact Assessment the following wards have been added to the Area 2 CIP: Park End and Beckfield, Brambles and Thorntree and Berwick Hills and Pallister.

3.6. It is the view of the Licensing Authority that the Cumulative Impact Policies have helped shape the nighttime economy in Middlesbrough over recent years, to encourage the development of responsible licensed premises and those which do not negatively impact on the licensing objectives. Applications for premises which demonstrated no negative impact have been successful and it is considered that the Cumulative Impact Policies have encouraged a higher standard of premises, management, greater utilisation of a wide range of licence conditions and, in relation to the night time economy, a diversification in the type of premises with a different “offer”. This can be evidenced by the development of the Baker/Bedford Street area of the Town Centre, where a number of licensed bars, micro pubs, restaurants, and cafes have opened in recent years. In addition, the Captain Cook’s Square development offers a diverse range of entertainment for different audiences.

3.7. The Licensing Authority, in determining the need for the Cumulative Impact Policies, in order to promote the Licensing objectives, has had regard to the following:

- Evidence provided by Cleveland Police
- Evidence provided by Public Health
- Evidence provided by Responsible Authorities

- Consultation Responses (these will be included after the period of consultation on the CIP policies)

The evidence presented below summarises the data and presents the Assessment to support the Cumulative Impact Policies.

#### 4.0. Evidence for the cumulative impact policies.

4.1. For the purposes of Cumulative Impact Assessment, the data from five years is presented (18/19, 19/20, 20/21, 21/22 22/23). The data comprises all Middlesbrough crimes and incidents (including antisocial behaviour) reported to Cleveland Police over this five-year period. All crime and antisocial behavior data has been used in addition to alcohol related crime and anti-social behavior to ensure accurate situational representation. There is a significant proportion of crimes and anti-social behaviour incidents recorded with an “unknown” status in relation to whether it is alcohol related. The impact of the covid pandemic should also be considered when looking at the data for 20/21. During this year on-licensed premises had restricted trading. It should also be noted that in March 2020 there was an uptick in the number of all ASB incidents due to inclusion of Covid-19 infractions.

#### 4.2. Assessment for the area 1 Cumulative impact policy.

This CIP applies to a designated area of the town centre which is shown in the map below. (The town centre area for the purposes of this policy is the area of land bound by Southfield Road, Woodlands Road, Victoria Road, Linthorpe Road, Princes Road, Diamond Road, Hartington Road, Wilson Street, Bridge Street West, and Marton Road). The shaded area on the map below shows to Area 1 CIP. This is a relatively compact area of the town which includes parts of the Newport and Central and wards. It encompasses the main entertainment and leisure areas and the central nighttime economy.

Map showing the Area 1 CIP.



4.3. The Cumulative Impact Policy has been applied to this designated area due to the number, type and density of the premises selling alcohol for consumption on the premises

and the provision of late-night refreshment. The Licensing Authority is satisfied that there is good evidence that crime and disorder or nuisance occurring in this location is being caused by the customers of on license premises and late-night refreshment, and that the cumulative impact of off licensed premises in this location is evident.

When the Licensing Act was introduced in 2005, there had been a predominance of applications for large, vertical drinking, late night premises which were contributing to the crime and disorder issues in the designated town center locations. There have been some significant changes to the Town Centre Night -Time Economy since 2005.

#### **4.4. Types of premises**

Over the last 10-15 years there has been a reduction in the number of large “night club” style premises in the Area 1 CIP, however, there has been an increase in the number of “pub” type premises with extended hours.

There has been an increase in a smaller, “niche” type licensed premises – “micro” pubs or more specialist premises offering a range of seated entertainment and specialist alcoholic products.

#### **4.5. Development of the night- time economy**

Historically, and over the life of the Cumulative Impact Policy there has been positive developments in the structure and location of licensed premises in the town centre. In 2005, the Albert Road/Wilson Street locations were considered to be the night- time hubs. Since this time, several additional night-time hubs have developed:

- Southfield Road.  
The development of the University campus, pedestrianisation of Southfield Road, and development of restaurants has led to this location becoming increasingly popular. Anecdotally, this area appears to attract an older clientele and is popular with the student population.
- Baker Street/Bedford Street  
There has been a drive to develop a combination of micro pubs, cafes, and retail units as well as commercial and retail premises in this location. The applications for licensed premises in this location were not subject to representations as applicants demonstrated in their application that there would be no negative impact on the licensing objectives.
- Captain Cooks Square –  
With the recent purchase of Captain Cooks Square by Middlesbrough Council the plan is to develop a leisure offer within this area incorporating a wider range of entertainment.

4.6. Table 1 shows the breakdown of the number of licensed premises located inside the Area 1 CIP since the introduction of the Licensing Act in 2005. It is evident that 34% of all takeaways and 44% of all pubs/clubs are concentrated in CIP Area 1.

#### **Table 1 – Number of licensed premises in -Area 1 CIP.**

Premises Type	Cumulative Impact Area 2005	Cumulative Impact Area 2015	Proposed New Cumulative Impact Area 2023	Total Premises in Middlesbrough (July 2023)	% of licensed premises in CIP Area 1
<b>Restaurants</b>	16	20	25	58	43.1%
<b>Late Night Refreshment</b>	24	27	36	100	36.0%
<b>Hotels</b>	2	3	4	10	40.0%
<b>Pubs/Nightclubs</b>	50	33	58	126	46%
<b>Off Licences</b>	18	18	14	144	9.7%

4.7. Nineteen new premises licenses have been granted in the Area 1 CIP throughout the five years of the 2017-2022 policy. These premises have been able to demonstrate, as required through the Cumulative Impact Policy application process, that they will not negatively impact on the licensing objectives. Licences have been issued to the following types of premises:

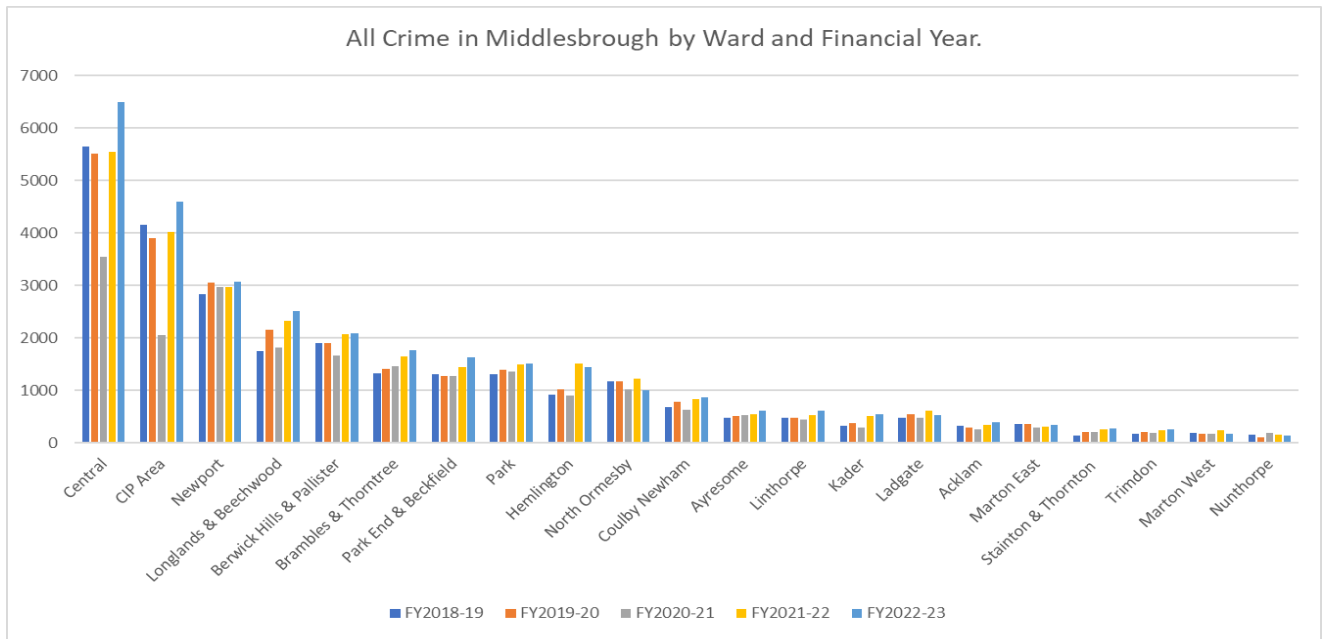
- Bowling alley
- E-gaming
- Micro pubs
- Restaurants
- Adventure Golf

4.8. During the period of the last Licensing Policy there has been the following changes in numbers of off sales premises in the Area 1 CIP:

- 6 premises licences in the Area 1 CIP were surrendered. These licences were for retail premises where the sale of alcohol was very much ancillary to the sale of other products, with low volumes of alcohol being sold, for example large town centre retailers such as BHS, Debenhams, Boots and TJ Hughes, a Florist and a small newsagent.
- Three off licence had new premises licence granted.
- One off licence premises licence was revoked.

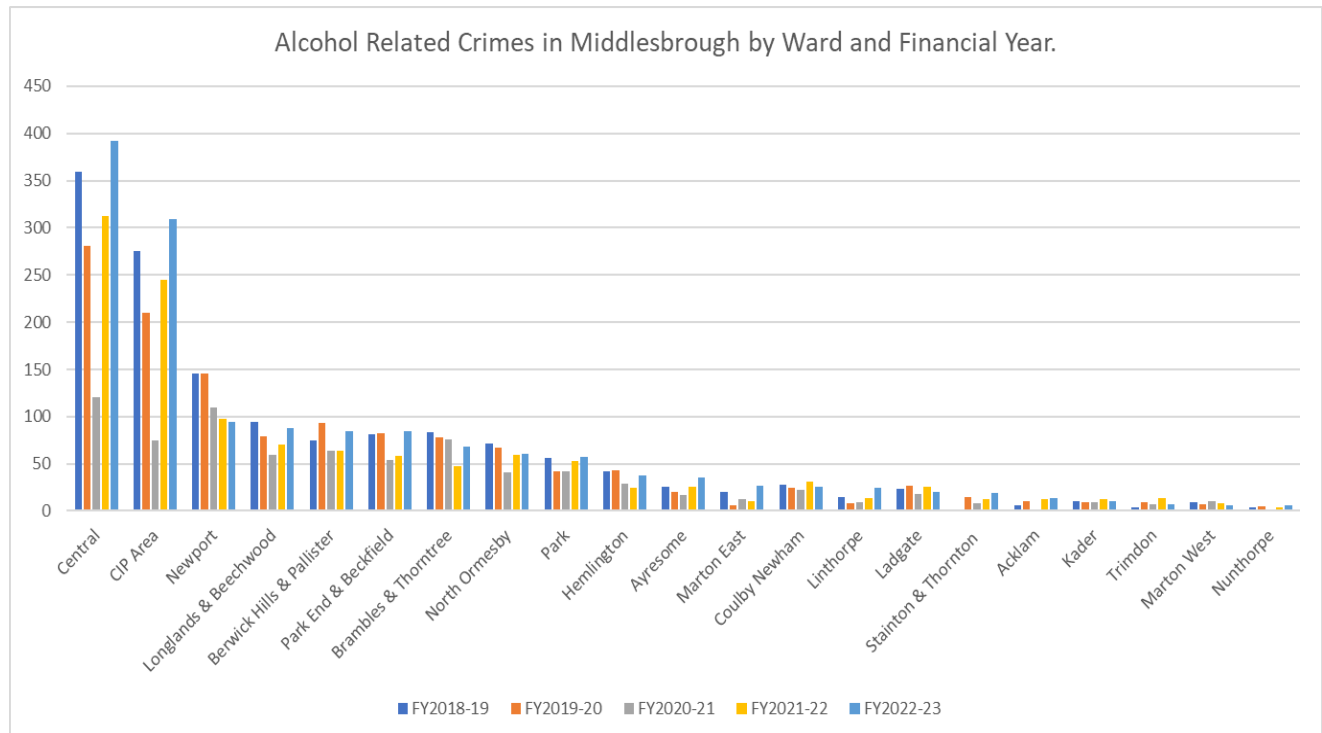
4.9. Graph 1 shows all incidents of crime recorded across Middlesbrough wards, and for the CIP Area 1 over a 5-year period (18/19, 19/20, 20/21, 21/22, and 22/23). In the relatively compact CIP area, which is comprised of the main town centre area of Central, and the immediate streets surrounding from the Newport ward 16% or more of all crime incidents were consistently recorded in this area across all 5 years.

**Graph 1.**



4.10. Graph 2 shows Middlesbrough wards and the CIP area with the reported number of alcohol related crimes. In 2022-23, 4.43% of all crimes were recorded as alcohol related (1163 offences), and 26.57% of these (309) were recorded in the CIP area.

**Graph 2.**

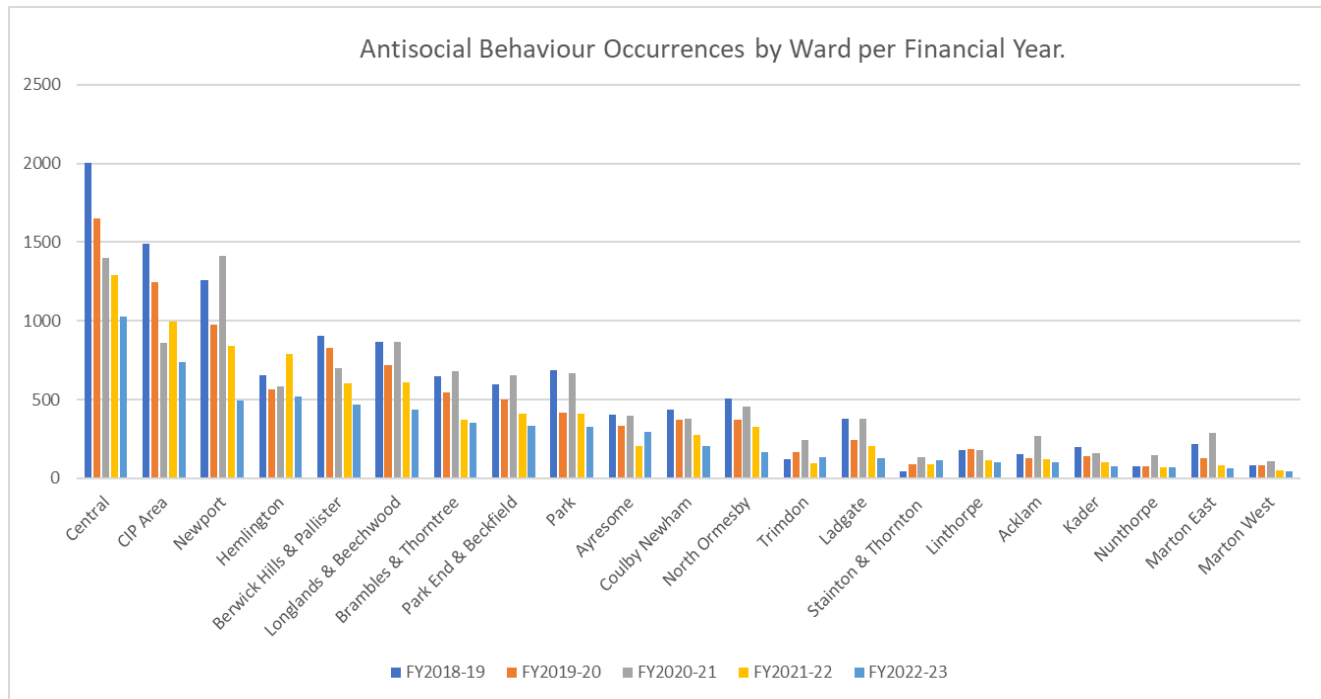


4.11. Graph 3 shows the wards in Middlesbrough with the highest recorded levels of antisocial behaviour incidents. Whilst ASB across all of Middlesbrough has been on a



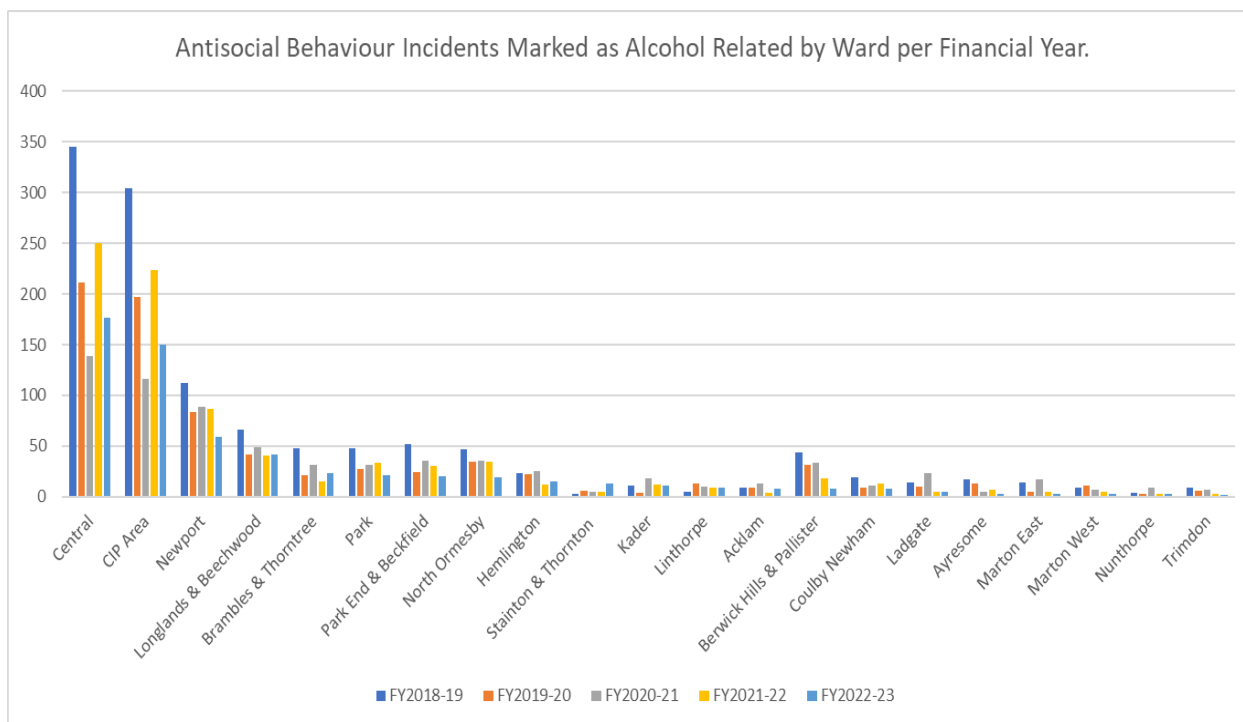
decreasing trend, the CIP area remains one of the most concentrated areas accounting for 13.6% of all ASB occurrences within 2022-23.

**Graph 3.**



4.12. Graph 4 shows the Middlesbrough wards and the CIP area with the reported number of alcohol related ASB incidents. In 2022-23, 8.31% of all ASB incidents were recorded as alcohol related (452 offences), and 33.19% of these (150) were recorded in the CIP area.

#### Graph 4.



4.13. Table 2 shows the streets in the Area 1 CIP (2022/2023) where the highest number of recorded crimes and ASB were reported, the top 10 remain somewhat similar when expanding to all of Middlesbrough as some streets cut through the CIP.

Crimes per Street	4331	75.34%	ASB per Street	740	75.68%
Ward	FY2022-23	% Incidents	Ward	FY2022-23	% Incidents
Linthorpe Road	956	22.07%	Linthorpe Road	115	15.54%
Albert Road	409	9.44%	Albert Road	86	11.62%
Corporation Road	408	9.42%	Corporation Road	63	8.51%
Wilson Street	263	6.07%	Borough Road	59	7.97%
Borough Road	225	5.20%	Middlesbrough Bus Station	36	4.86%
Captain Cook Square	222	5.13%	Marnton Road	29	3.92%
Newport Road	153	3.53%	Central Mews	26	3.51%
Southfield Road	108	2.49%	Wilson Street	26	3.51%
Marnton Road	85	1.96%	Junctions	25	3.38%
Cleveland Centre, Linthorpe Road	78	1.80%	Zetland Road	23	3.11%
Zetland Road	77	1.78%	Grange Road	15	2.03%
Grange Road	76	1.75%	Rutland Close	15	2.03%
Middlesbrough Bus Station	72	1.66%	Southfield Road	15	2.03%
Central Mews	71	1.64%	Westward Close	14	1.89%
Gilkes Street	60	1.39%	Boswell Street	13	1.76%

4.14. Table 3 shows a breakdown of the recorded public order offences and violence offences (with and without injury) crimes in CIP Area 1, with the most recent 5-year average provided.

**Table 3.**

Zones	Time Period	Public Order Offences	Violence With Injury	Violence Without Injury	All Crime
All MBC	2018-19	1514	1891	2688	22013
	2019-20	2179	1936	3072	23069
	2020-21	2180	1731	2901	19772
	2021-22	2894	2248	3602	25126
	2022-23	3130	2543	3707	26506
	5 Year	2379.4	2069.8	3194	23297.2
CIP Area	2018-19	268	394	394	4038
	2019-20	366	354	451	3736
	2020-21	202	168	218	1911
	2021-22	465	394	545	3699
	2022-23	594	499	579	4331
	5 Year	379	361.8	437.4	3543
Percentage in CIP Zone	5 Year	15.93%	17.48%	13.69%	15.21%

4.15. The tables below breakdown the incidents of All Crime and ASB (left) and Alcohol related Crime and ASB (right) that were marked as alcohol related by hour and day of the week, within the CIP Area 1 over the 5-year period.

**Table 4. All Crime and ASB Incidents**      **Table 5. Alcohol Related Crime and ASB Incidents**

Time	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00:00 - 00:59	113	104	101	92	102	230	267	1009
01:00 - 00:59	87	78	98	77	114	206	281	941
02:00 - 02:59	70	60	88	68	89	241	303	919
03:00 - 03:59	58	46	68	72	99	193	252	788
04:00 - 04:59	21	26	33	34	54	85	127	380
05:00 - 05:59	19	23	16	23	32	59	55	227
06:00 - 06:59	17	21	19	15	15	24	32	143
07:00 - 07:59	15	23	16	23	24	28	23	152
08:00 - 08:59	37	48	70	53	46	33	22	309
09:00 - 09:59	99	91	88	97	94	58	36	563
10:00 - 10:59	84	111	97	118	109	88	67	674
11:00 - 11:59	133	137	157	127	137	113	90	894
12:00 - 12:59	148	156	153	156	168	184	107	1072
13:00 - 13:59	158	161	163	172	169	170	118	1111
14:00 - 14:59	157	203	187	204	203	216	142	1312
15:00 - 15:59	195	223	224	197	232	209	149	1429
16:00 - 16:59	208	208	192	182	202	212	136	1340
17:00 - 17:59	182	192	168	183	182	166	111	1184
18:00 - 18:59	137	99	123	141	134	150	107	891
19:00 - 19:59	141	118	123	135	161	132	132	942
20:00 - 20:59	117	138	117	117	141	164	111	905
21:00 - 21:59	105	121	109	110	145	150	113	853
22:00 - 22:59	97	111	122	97	121	171	97	816
23:00 - 23:59	101	86	91	115	152	219	103	867
<b>Total</b>	<b>2499</b>	<b>2584</b>	<b>2623</b>	<b>2608</b>	<b>2925</b>	<b>3501</b>	<b>2981</b>	<b>19721</b>

Time	Mon	Tue	Wed	Thu	Fri	Sat	Sun	Total
00:00 - 00:59	17	19	16	12	14	50	59	187
01:00 - 00:59	20	9	23	22	20	56	72	222
02:00 - 02:59	17	6	19	10	22	56	69	199
03:00 - 03:59	12	6	14	12	19	37	62	162
04:00 - 04:59	3	4	5	6	9	18	38	83
05:00 - 05:59	3	3	0	2	5	9	13	35
06:00 - 06:59	2	1	4	1	0	6	5	19
07:00 - 07:59	2	2	2	1	0	2	2	11
08:00 - 08:59	0	3	2	1	1	4	2	13
09:00 - 09:59	2	2	0	3	3	3	1	14
10:00 - 10:59	1	4	1	1	4	1	4	16
11:00 - 11:59	5	4	3	5	2	6	1	26
12:00 - 12:59	3	6	5	5	2	9	3	33
13:00 - 13:59	10	4	9	6	9	4	4	46
14:00 - 14:59	2	6	5	4	8	6	5	36
15:00 - 15:59	2	4	4	9	13	8	7	47
16:00 - 16:59	8	8	10	8	7	16	7	64
17:00 - 17:59	12	12	7	10	13	16	7	77
18:00 - 18:59	9	5	3	15	12	19	6	69
19:00 - 19:59	15	8	12	12	23	13	9	92
20:00 - 20:59	15	10	12	6	15	21	12	91
21:00 - 21:59	15	10	14	13	28	22	15	117
22:00 - 22:59	16	22	13	16	23	32	23	145
23:00 - 23:59	21	8	24	22	34	65	22	196
<b>Total</b>	<b>212</b>	<b>166</b>	<b>207</b>	<b>202</b>	<b>286</b>	<b>479</b>	<b>448</b>	<b>2000</b>

4.16. Table 4 shows that all crime and ASB within the CIP area is highly concentrated between 12:00-16:59hrs Monday to Saturday with a significant spike between 23:00-03:59hrs on a Saturday and Sunday.

In relation to the Alcohol Related Crime and Disorder incidents (Table 5) it becomes clear that between the hours of 23:00-03:59hrs the incidents are likely to be related to NTE activities as these are the only premises types open during these hours.

The incidents which are recorded in the early afternoon-evening are more likely to be related to other types of premises and crimes within the area e.g. retail crime, shop lifting, burglary.

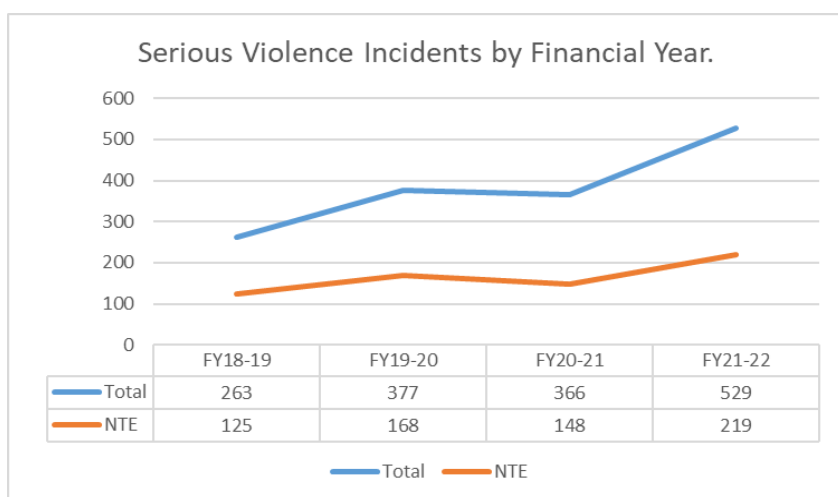
In addition, these tables show that the number of offences reduce after 4am which is the latest closing time for the majority late night venues. The incidents occurring late at night/early hours of the morning particularly on a Friday, Saturday and Sunday are likely to be arising from activities around licensed premises and the consumption of alcohol.

4.17. The hospital admission data provided in Table 7 (page 25) demonstrates that Central ward and Newport ward (areas of these wards form the Area 1 CIP) have the highest level of alcohol attributable admissions.

## 5.0. Serious Violent (SV) Crime Hotspots

5.1. The Middlesbrough Serious Violence Problem Profile 2023 identifies the night-time economy (NTE) as one of the biggest drivers behind a vast majority of the serious violence incidents in Middlesbrough. Night-time economy for the purposes of this report has been defined as the hours between 20:00-05:59 and domestic related incidents are not included. Whilst the number of serious violent crimes has been increasing overall, the NTE related incidents since FY18-19 have risen by 75.2%. Figure.9 shows the number of serious violence (SV) incidents over the NTE period for each financial year.

**Figure 9.**



Both the total SV incidents and NTE SV incidents have followed the same increasing trend over the last 3 years (with a decrease during the COVID pandemic).

5.2. Figure 10 shows the number of SV incidents reported during the NTE period broken down into hourly intervals over the last 4 years.

<b>1hr Time Period</b>	<b>FY18-19</b>	<b>FY19-20</b>	<b>FY20-21</b>	<b>FY21-22</b>
20:00-20:59	15	20	28	24
21:00-21:59	16	21	22	32
22:00-22:59	12	17	18	20
23:00-23:59	16	22	14	26
00:00-00:59	23	25	20	24
01:00-01:59	14	18	12	26
02:00-02:59	9	16	11	22
03:00-03:59	9	16	14	12
04:00-04:59	6	5	6	24
05:00-05:59	5	8	3	9
<b>Total</b>	<b>125</b>	<b>168</b>	<b>148</b>	<b>219</b>
<b>Before 00:00</b>	<b>47.20%</b>	<b>47.62%</b>	<b>55.41%</b>	<b>46.58%</b>
<b>After 00:00</b>	<b>52.80%</b>	<b>52.38%</b>	<b>44.59%</b>	<b>53.42%</b>

This shows the concentration of incidents at specific time periods and the trends. The percentage of serious violent incidents before and after midnight (including covid) remain consistent for the last 4 years, the most significant variation being in 20-21. However, there are some significant increases in the number of incidents and at specific time periods over the four years.

### 5.3. Wards affected by serious violence incidents.

Figure 11 shows the profile of SV incidents across the Middlesbrough wards over a four-year period and the variance between 21-22 and 20-21.

Serious Violence incidents during the night-time economy increased in 12 wards, remained the same in 5 wards, and decreased in 3.

Central ward has the highest level of serious violence, closely followed by Newport. Both these wards are where NTE activities are concentrated and where the Area 1 CIP is located.

**Figure 11**

Ward	FY18/19	FY19/20	FY20/21	FY21/22	VAR Between FY21-22 & FY20-21
Acklam	<5	<5	<5	<5	0
Ayresome	<5	<5	<5	<5	1
Berwick Hills & Pallister	13	8	8	7	-1
Brambles & Thorntree	<5	<5	9	7	-2
Central	38	55	29	68	39
Coulby Newham	<5	<5	6	6	0
Hemlington	<5	11	9	11	2
Kader	<5	<5	<5	<5	1
Ladgate	<5	<5	<5	6	6
Linthorpe	<5	<5	<5	<5	2
Longlands & Beechwood	12	15	13	18	5
Marton East	<5	<5	<5	<5	2
Marton West	<5	<5	<5	<5	0
Newport	26	40	46	52	6
North Ormesby	12	<5	7	11	4
Nunthorpe	<5	<5	<5	<5	0
Park	6	7	6	13	7
Park End & Beckfield	<5	8	7	8	1
Stainton & Thornton	<5	<5	<5	<5	0
Trimdon	<5	<5	<5	<5	-2
<b>Total</b>	<b>125</b>	<b>168</b>	<b>148</b>	<b>219</b>	<b>86</b>

**Central Ward**

In 21-22 there were 68 incidents of serious violence in Central ward. The number of incidents has been steadily increasing (excluding the Covid year 20/21). The number of incidents in 21-22 is 78.9% higher than 18-19

**Newport Ward**

In 21-22 there were 52 incidents of serious violent in Newport ward. The number of incidents has been steadily increasing over the four-year period. The number of incidents in 21-22 increased a 100% than those in 18-19 (26 reports).

**Longlands and Beechwood ward.**

In Longlands & Beechwood the levels of SV have remained relatively lower and consistent across the last 3 years, however in 21-22 the numbers increased to the highest levels observed.

**Park ward.**

Park ward has also seen similar increases with relatively consistently low levels for three years and a 116% increase in 21-22.

## 5.4. Types of serious violence in the NTE<sub>2</sub>

Figure 12 shows the types of serious violence that has occurred within the NTE over the last 4 years, with the variance shown between 21-22 and 20-21.

Offence	FY18-19	FY19-20	FY20-21	FY21-22	VAR Between FY21-22 & FY20-21
Wounding with intent to do GBH	18	34	46	64	18
Inflicting GBH without intent	37	40	27	39	12
Robbery Personal	28	27	25	35	10
Assault occasioning ABH	14	27	20	19	-1
Arson Endangering Life	7	11	8	22	14
Aggravated Burglary Residential	7	13	11	10	-1
Robbery Business	<5	7	<5	<5	3
Assault with Injury on an Emergency worker	<5	<5	<5	6	4
Assault with intent to rob - Personal	<5	<5	<5	<5	3
Attempted Murder	<5	<5	<5	<5	1
False Impirsonment	<5	<5	<5	<5	1
Murder	<5	<5	<5	<5	2
Assault With Injury on a Constable	<5	<5	<5	<5	1
Kidnapping	<5	<5	<5	<5	2
Causing Serious injury by Dangerous driving	<5	<5	<5	<5	1
Adminstering poison with intent to injure or annoy	<5	<5	<5	<5	5
Aggravated Burglary Business &/or Commercial	<5	<5	<5	<5	0
Sec 20 Assault with inury on a constable	<5	<5	<5	<5	-1
Threats to Kill	<5	<5	<5	<5	-1
Manslaughter	<5	<5	<5	<5	-1
Person in charge allowing dog to be dangerous	<5	<5	<5	<5	0
Theft from the person	<5	<5	<5	<5	0
Hijacking	<5	<5	<5	<5	-1
<b>Total</b>	<b>125</b>	<b>168</b>	<b>148</b>	<b>219</b>	<b>71</b>

The top five categories of offences remain the same across the last 4 years with some changes in the rankings per financial year.

In the above figure offences are sorted in descending order based on FY21-22.

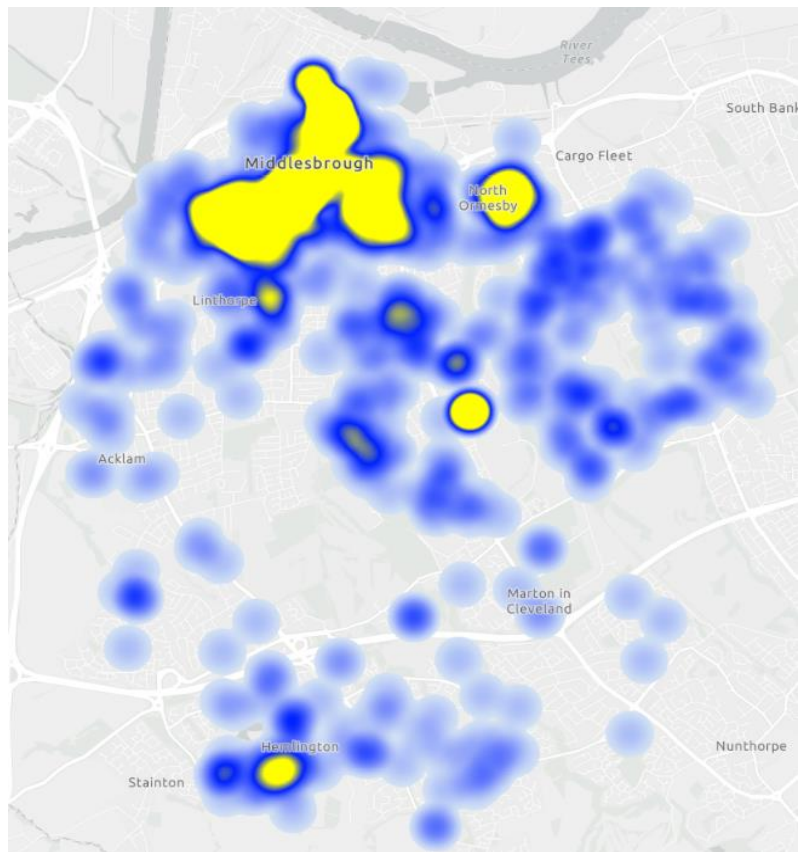
The following concerns are noted:

- The most prevalent crime type was “Wounding with intent to do GBH”, there were 64 recorded incidents which is an increase in 18 from 20-21.
- There was an additional 12 “Inflicting GBH without intent” in 21-22 and the 39 incidents is consistent with the number of incidents in 19-20 and 18-19.
- “Robbery Personal”, the number of offences decreased to 25 reports in 20-21 and then rose to 35 in 21-22 which is higher than in 19-20 and 18-19.
- In the category “Arson endangering life” the highest number of incidents was recorded in FY21-22, which is significantly higher than numbers in the previous years.

5.5. Figure.13 shows a heat map of NTE SV incidents over the four-year period 18-19 to 21-22. Further analysis was carried out to identify where the NTE SV is centred during the NTE period.

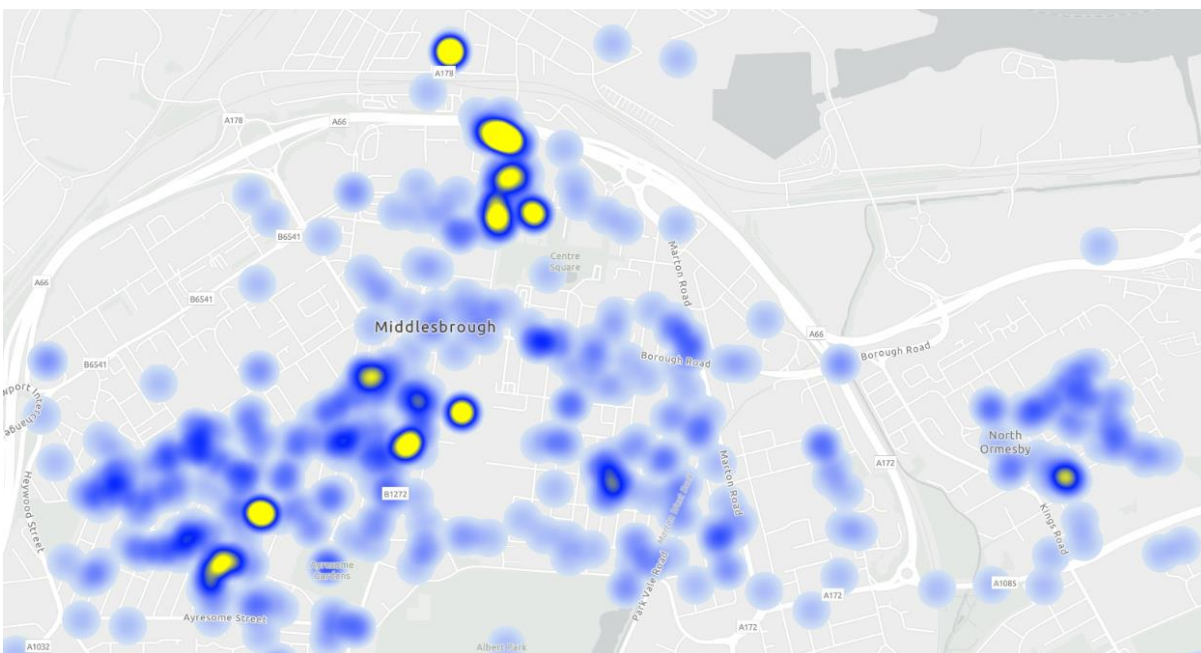


**Figure 13.**



5.6. Figure 14 focuses on the areas which have the most NTE premises and shows the concentration and spread of SV incidents in these wards which helps to determine the local issues. The areas focused on figure.14 are the Central and Newport wards which attract the most footfall during the NTE period and have the highest numbers of licensed premises.

**Figure 14.**





5.7. In Central ward the main hot spots areas of NTE SV incidents are in and around Corporation Road, Albert Road, and Linthorpe Road where most of the NTE business are located.

The clustering in other residential areas such as Park Vale Road, Victoria Road, Roscoe Street, and Park Lane may be linked to other illegal activities.

The hotspot in North Ormesby is around Beaumont Road, and Thornton Street, where there are several takeaway premises in this area and there are known issues during the NTE period.

In Newport the areas of concern around Parliament Road, Meath Street, Outram Street, and Costa Street relate to a wide range of factors which not linked to the night-time economy activity.

5.8. In 2023 Cleveland Unit for the Reduction of Violence (CURV) commissioned Crest Advisory to produce “Problem profile: Defining and understanding violence in the night- time economy in Cleveland.”

The aim of the problem profile is 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.

It is intended to be used to inform further commissioning and support the development of targeted interventions aimed at reducing serious violence related to the night-time economy. The problem profile has been used to inform the Cumulative Impact Assessment, in particular the boundary change for the Area 1 CIP.

## **6.0. Middlesbrough’s Safe Haven.**

6.1. Middlesbrough Safe Haven operates within the Area 1 CIP. It is a night-time support service which aims to alleviate the problems associated with potentially vulnerable/ intoxicated people in the town centre, substance-related crime, high rates of alcohol related hospital attendances and admissions and demand for emergency services. Due to the high density of licensed premises in the town centre the Safe Haven service was introduced to divert the demand on local hospital services, to early identify potential anti-social behaviour and disorder issues and provide a presence with the night-time economy.

6.2. During the period April 2018 – March 2020 Middlesbrough Safe Haven supported 1532 people. Presenting issues ranged from falls related injury, head injury, laceration, intoxication, and substance misuse. Intoxication only was the largest presenting issue

recorded at 1010 people. Interventions undertaken by Middlesbrough Safe Haven were as follows:

- Monitoring Patient Need 1197
- Minor Clinical Attention 263
- Urgent Clinical Attention 35
- Refused Treatment 32

39 people were discharged to A&E for further treatment and 1155 people were given Information and Brief Advice (IBA) around safe drinking and minimising risks. 17 ambulances were cancelled due to the treatment provided at the Safe Haven.

## **7.0. Summary and conclusion.**

7.1. The licensing authority considers that the number of premises licences and/or club premises certificates in one or more parts of the area described is such that it is likely that granting further licences would be inconsistent with the authority's duty to promote the licensing objectives. The Licensing Authority consider that the Area 1 Cumulative Impact Policy is necessary as the density, number and type of licensed premises within this area are negatively impacting on crime and disorder, resulting in the high proportion of crime and anti-social behaviour. The Council is satisfied that there is good evidence that crime and disorder or nuisance are occurring in this location and are caused by the customers of the licensed premises, and that the cumulative impact of licensed premises in this location is evident.

## **8.0 Assessment for Area 2 Cumulative impact policy.**

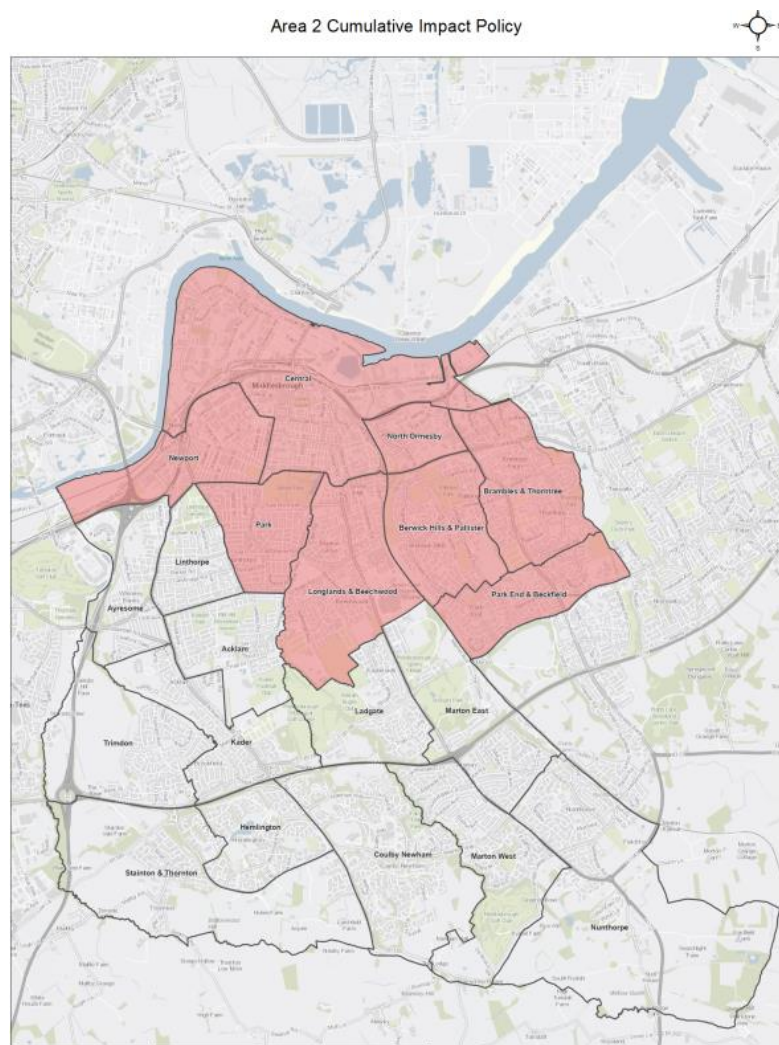
8.1. The Licensing Authority consider that a Cumulative Impact Policy in relation to off licence premises should be applied to the designated area covering the following eight wards:

- Central,
- Newport,
- Park,
- Longlands and Beechwood,
- North Ormesby.
- Park End and Beckfield.
- Brambles and Thorntree
- Berwick Hills and Pallister

In 2022-23 these 8 wards accounted for:

- 76.6% of all Crime and disorder
- 79.9% of all alcohol related crime and disorder
- 66.2% of all antisocial behaviour
- 81.6% of all alcohol related antisocial behaviour across Middlesbrough.

The map below shows the wards designated for Area 2 CIP.



8.2. In these designated ward areas applications for the following licences, if they are likely to add to the existing cumulative impact, would normally be refused, if relevant representations are made:

- new premises licences for the sale of alcohol off the premises
- Material variations to existing off licence premises.

8.3. The Cumulative Impact Policy has been applied to these designated ward areas due to the number, type and density of the premises selling alcohol for consumption off the premises. The Licensing Authority is satisfied that there is good evidence that crime and disorder or nuisance occurring in this location is being caused by the customers of off licence premises, and that the cumulative impact of off licensed premises in this location is evident.

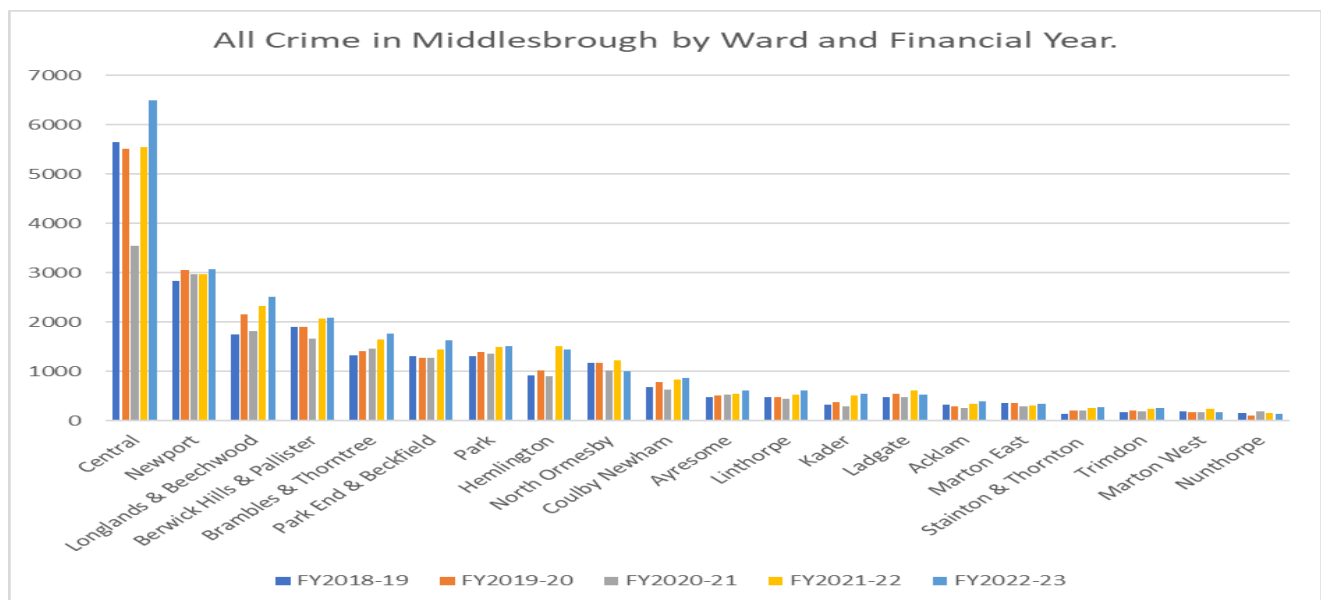
8.4. The introduction of the Licensing Act in 2005 resulted in a significant increase in off licence premises in Middlesbrough as a whole. In 2005 there were 94 off licence premises, in November 2015 there were 141, in November 2021 there were 138\* and in July 2023 there were 144. It is evident that small retail premises, with a very different primary retail offer, e.g. Post Offices and newsagents have extended their remit to selling alcohol.

8.5. 71% of all off licence premises are located in the eight wards in the Area 2 CIP. Alcohol sold from off licences can be considerably cheaper than on licence sales. Survey work carried out in Middlesbrough 2015/16 found that alcohol was being sold as cheaply as 13p/unit. A more recent survey completed in 2021/22 shows a slight increase in the cost of the cheapest alcohol to 18p/unit. This increase can be accredited to a number of factors relating to licensing controls including;

- the introduction of the cumulative impact policy in 2016 for off licensed premises,
- working alongside retailers to promote responsible retailing
- imposing or agreeing conditions that help to limit the sales of cheap, strong alcohol products especially in areas that suffer from high levels of alcohol related crime and disorder, anti-social behaviour and health harms.

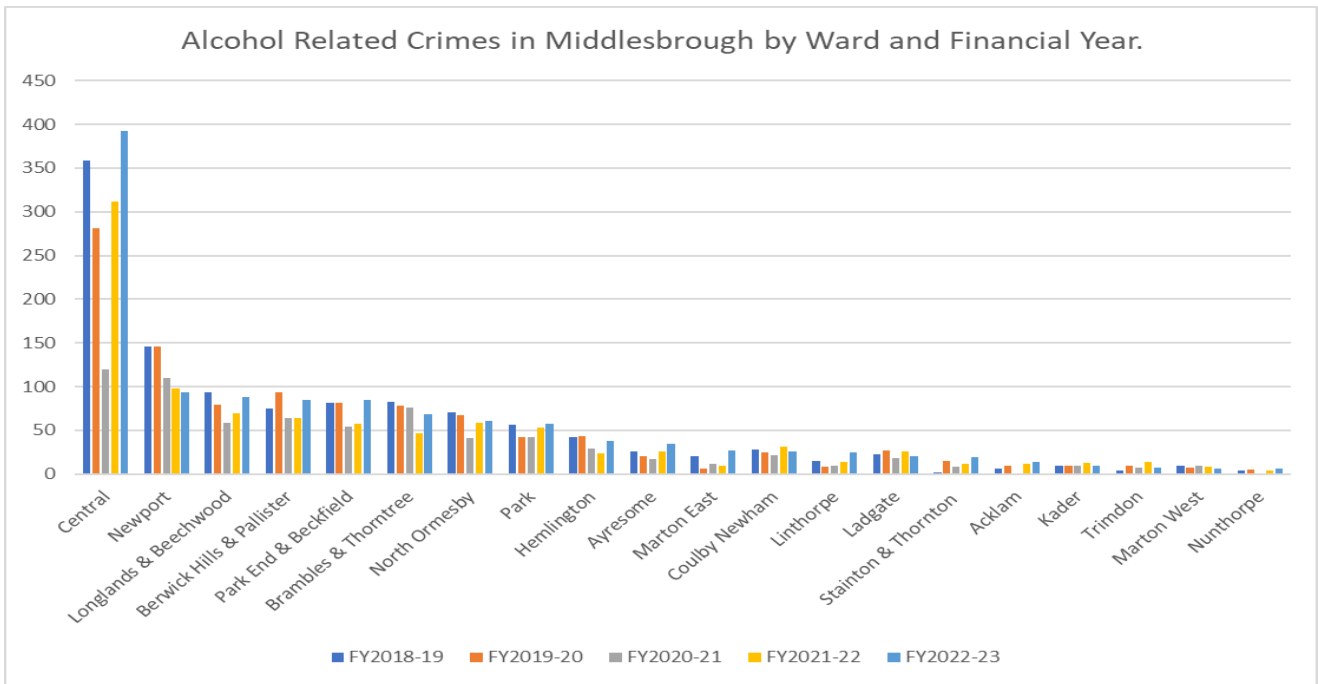
8.6. Graph 5 shows all recorded crimes over the five-year period broken down by ward. The eight wards designated for the CIP Area 2 have the highest number of recorded crimes in Middlesbrough. (Hemlington is not included in the Area 2 CIP as it does not have a high density of licensed premises)

**Graph 5.**



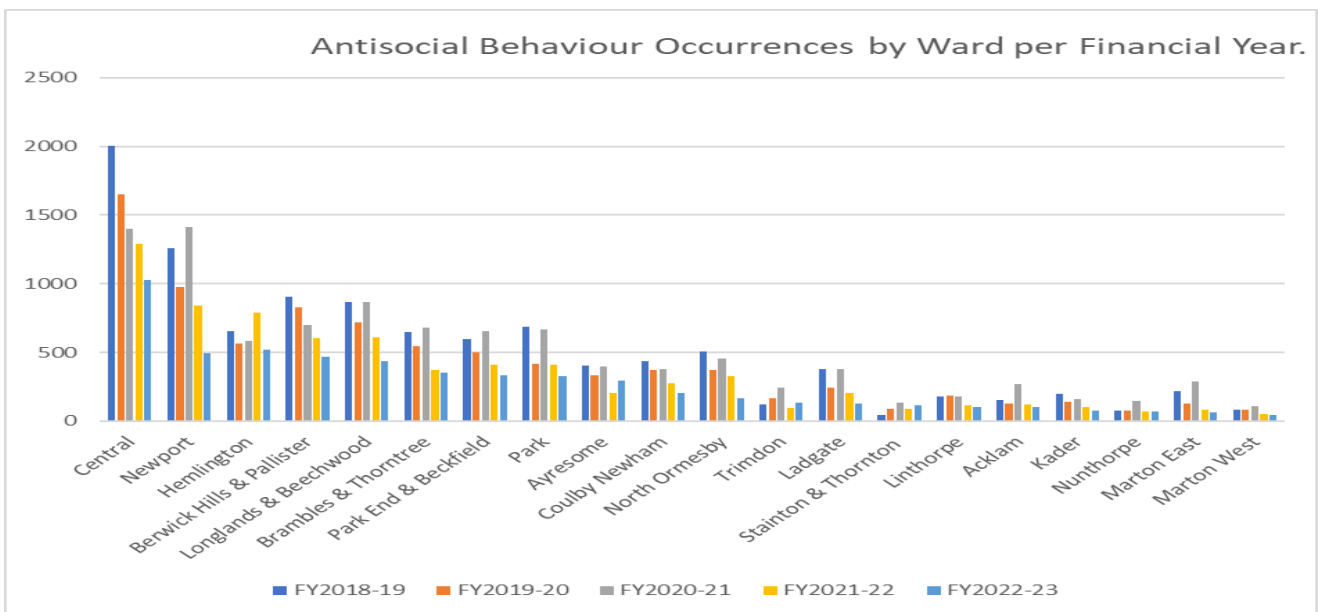
8.7. Graph 6 shows the number of alcohol related crimes recorded over the five-year period broken down by ward. Each of the eight wards in the designated CIP Area 2 have the highest number of alcohol related crimes in Middlesbrough.

**Graph 6.**



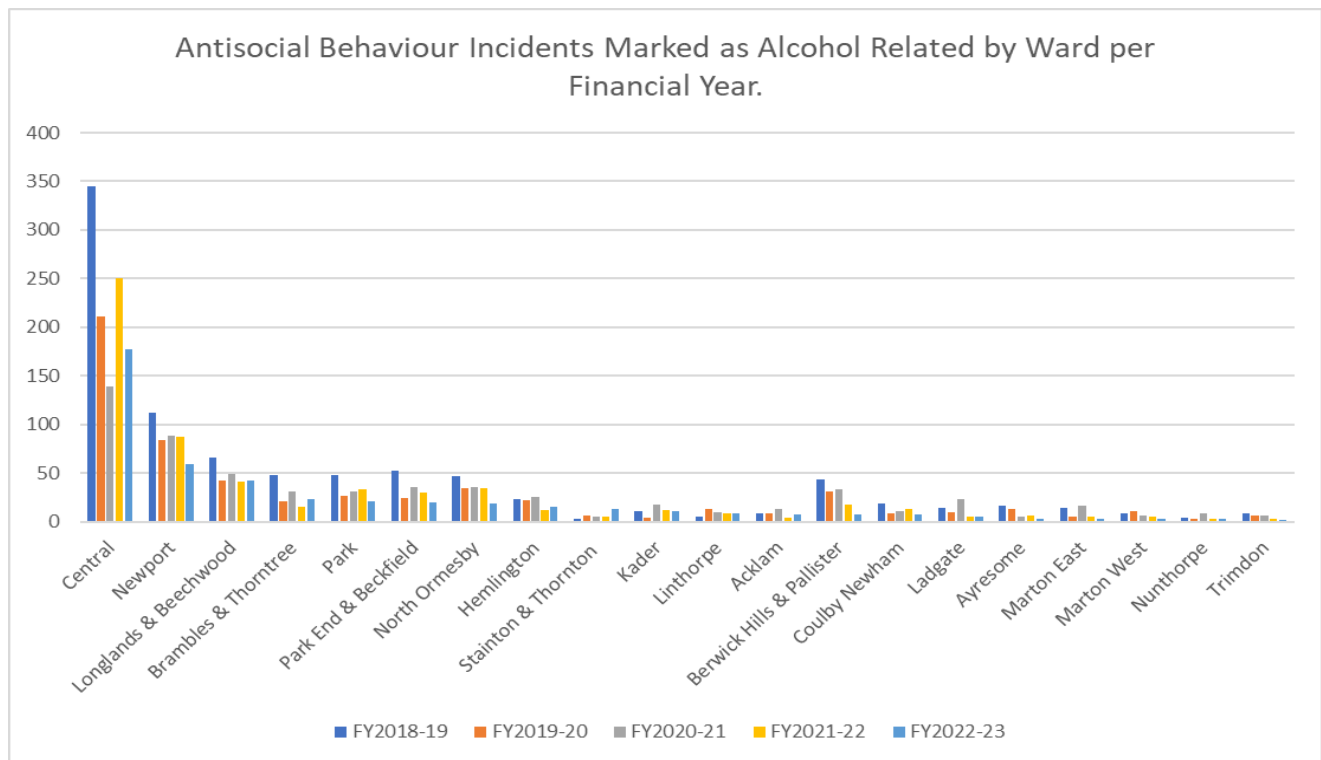
8.8. Graph 7 shows that the eight wards included in the Area 2 CIP have the highest number of reported incidents of antisocial behaviour in Middlesbrough.

**Graph7.**



8.9. Graph 8 shows the eight wards designated for the Area 2 CIP exhibit some of the highest number of reported incidents of alcohol related antisocial behaviour in Middlesbrough.

**Graph 8**



8.10. Table 6 shows number of off licence premises in each Middlesbrough ward and their rank according to the Indices of Multiple Deprivation (2019). Seven of the eight wards designated for the Area 2 CIP are in the 3% most deprived wards nationally.

**Table 6.**

Ward	IMD Rank 2019*	No. of Off Licensed Premises 2023
North Ormesby	3	8
Brambles and Thorntree	5	7
Berwick Hills and Pallister	20	8
Newport	36	19
Park End and Beckfield	69	10
Longlands and Beechwood	70	9
Central	89	29
Hemlington	156	3
Ayresome	722	4
Park	990	12
Ladgate	1,012	4
Coulby Newham	1,290	6
Stainton and Thornton	1,790	1
Linthorpe	2,578	7
Kader	4,703	5
Trimdon	4,790	3
Marton East	4,976	2
Acklam	5,320	4
Marton West	6,075	1
Nunthorpe	6,761	2

Top 1% most deprived nationally

Top 3% most deprived nationally

\* out of total 7,180 wards in England

8.11. Table 6 shows the breakdown of alcohol attributable admissions to James Cook University Hospital in 2011 by MSOA area (Middle Layer Super Output area.) The eight wards covered by the Area 2 CIP (closely matched to the MSOA highlighted in green) have some of the highest rates of hospital admissions in Middlesbrough and significantly exceed the England rate.

**Table 7.**

MSOA Name	Hospital stays for alcohol related harm (Broad definition)	Hospital stays for alcohol related harm (Narrow definition)
Middlesbrough Central	232.1	201.5
North Ormesby & Brambles	239.6	220.8
Ayresome	230.5	222.6
Berwick Hills	185.7	177.5

Linthorpe East & Albert Park	175.6	162.1
Park Vale	199.6	174.2
Thorntree	199.3	187.9
Newport & Maze Park	153.3	135.4
Linthorpe West	106.4	84.2
Park End	176.7	186.2
Beechwood & James Cook	213.8	238.1
Acklam	101	97.8
Kader	90.7	75.8
Easterside	133.4	140.8
Trimdon	100.9	80.4
Marion West	99.8	87.2
Stainton & Hemlington	146.5	127.2
Coulby Newham	135	133.1
Nunthorpe & Marion East	100.1	83.6

Source: Local Health - Public Health England

Standardised Admission Ratio (SMR) MSOA. England = 100

## 9.0. Complaints about underage and proxy Sales

9.1. Middlesbrough Trading Standards Service do not receive a large number of complaints about underage and proxy sales. Those that were received over the five year time period 2018 – 2023( to date) relate to off licence premises in a total of twelve wards which include Newport, North Ormesby, Central, Longlands and Beechwood, Berwick Hills and Pallister and Park wards.

## 10.0. Summary and conclusion.

10.1. This assessment shows that the wards of Central, Newport, Park, Longlands and Beechwood, North Ormesby, Park End and Beckfield, Brambles and Thorntree and Berwick Hills and Pallister have:

- high levels of crime and antisocial behaviour,
- a high number of off licence premises,



- a high rate of alcohol attributable hospital admissions, which are some of the highest 46 in Middlesbrough and exceed the England average.
- They are also some of the most deprived wards in Middlesbrough and nationally.

**10.2.** These eight wards account for:

- 76.6% of all Crime and disorder
- 79.9% of all alcohol related crime and disorder
- 66.2% of all antisocial behaviour
- 81.6% of all alcohol related antisocial behaviour across Middlesbrough.
- 71% of off licence premises.

**10.3.** The Licensing Authority considers that the density of off licence premises in these eight wards is having a negative impact on crime and disorder. Whilst maintaining public health is not a licensing objective, many of the hospital admissions arise from alcohol related crime and disorder.

**10.4.** The Licensing Authority consider that a Cumulative Impact Policy in relation to off licence premises should be applied to the eight wards of Central, Newport, Park, Longlands and Beechwood, North Ormesby, Park End and Beckfield, Brambles and Thorntree and Berwick Hills and Pallister.

The Licensing Authority considers that the number of off licences in the area described is such that it is likely that granting further licences would be inconsistent with the authority's duty to promote the licensing objectives.

The Cumulative Impact Policy has been applied to these designated wards due to the number, type and density of the premises selling alcohol for consumption off the premises.

**10.5.** The Licensing Authority is satisfied that there is good evidence that crime and disorder or nuisance occurring in this location is being caused by the customers of off licence premises, and that the cumulative impact of off licensed premises in these locations is evident.

**10.6.** It should be noted that there is overlap between the area covered by Cumulative Impact Policy Area 1 in relation to on licence premises and late-night refreshment and Cumulative Impact Policy 2 in relation to off licence premises.

**Number of all Licensed premises on a ward basis**

<b>Ward</b>	<b>Number of Licensed Premises</b>
Acklam	16
Ayresome	13
Berwick Hills & Pallister Park	18
Brambles Farm & Thorntree	16
Central	212
Coulby Newham	16
Hemlington	7
Kader	7
adgate	11
Linthorpe	20
Longlands & Beechwood	18
Marion East	9
Marion West	3
Newport	44
North Ormesby	24
Nunthorpe	6
Park	44
Park End & Beckfields	22
Stainton & Thornton	5
Trimdon	5