

Report of

**THE LATE NIGHT ECONOMY IN THE
LANCASTER DISTRICT INFORMAL
TASK GROUP**



Lancaster City Council
FEBRUARY 2017

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Chairman's Foreword

The UK night time economy is estimated to be worth £66 billion. When most of us come in from work, we go back out again, in taxis, restaurants, nightclubs, theatres, bars and pubs. It is an essential part of the cultural backbone of this country and where pretty much all the great artistic, social and musical movements originate.

However, it also employs 1.3 million people directly, and indirectly engages millions from our amazing Emergency Services. The Police, Ambulance and Fire Services all play their part in keeping the night time safe, providing emergency action and care to those who need it.

In the Lancaster District, the Council wanted to bring together everyone who supplies, relies and engages with those services during the Night Time, based on the principles of health and wellbeing, cleansing, responsible alcohol retail and the City Council's Corporate Plan Priorities of Community Leadership, Health and Wellbeing; Clean and Greener Places; and Sustainable Economic Growth.

We want to live in a place that has a thriving night time economy that feels fun and safe. This can only be achieved by working together to make sure care goes to those who need it quickly, that services such as CCTV are retained, and that everyone is aware of their role to play in achieving these aims.

I always said we needed positive, proactive solutions to the problems that exist. It is clear the community works best when we work together, and I want us to inspire a culture of cross-collaboration, joint-working, with a focus on safety and vibrancy, and fully approved and endorsed by the late night industry itself.

I would like to thank the Lancaster and Morecambe BID teams, Lancashire Constabulary, RLI A&E, UHMBT Ambulance Service, Chamber of Commerce, Pubwatch, and FGH for the vital work they all do to make the Night Time Economy great and especially Sarah Moorghen and Jenny Kay of Lancaster City Council for their excellent work in putting this all together.

Councillor Charlie Edwards
On behalf of the Task Group

Summary of Recommendations

Recommendation 1

- (a) That the Community Safety Partnership be requested to establish a Sub-Group to continue the work of the Scrutiny Informal Task Group with the membership mirroring the existing Task Group, including Pubwatch.
- (b) That the Community Safety Partnership Sub-Group consider appropriate levels of training of licensed premises staff and receive updates provided by Pubwatch representatives of Lancaster and Morecambe.
- (c) That the newly formed Sub-Group consider the city centre's ability to gain Purple Flag Status and also investigate the introduction of a rewards system for well-run licensed premises.

Recommendation 2

- (a) That based on the evidence heard, the Task Group recommends to Council that it continues to give its full support to the Public Space Protection Order (PSPO) covering the central area of Lancaster.
- (b) That updates on the use of the PSPOs be reported to the annual Community Safety meeting of the City Council's Overview and Scrutiny Committee.
- (c) That the feasibility of the PSPO for Morecambe Town Centre and Promenade be assessed by Lancaster City Council and the Police and reported to the City Council's Overview and Scrutiny Committee.

Recommendation 3

That, after considering the evidence provided, it be recommended that CCTV is vital to the infrastructure of Lancaster city centre and Morecambe. The Task Group agrees that public CCTV is a vital community asset which provides reassurance, deterrence and response.

Further to this, it is recommended that work continues with all of the potential partnership participants on building a business case for how a partnership approach to the delivery of a repurposed CCTV system might operate and that a report on this is quickly developed and presented to the Cabinet for consideration.

Recommendation 4

- (a) That the proposed Community Safety Partnership Sub-Group meet with Lancaster University and the University of Cumbria's senior management and the Student Unions regarding policy and practice on alcohol education, consent, health and safety, alongside the annual consideration regarding student admissions to A & E and calls upon the Emergency Services, in liaison with the University Hospital of Morecambe Bay Trust (UHMBT) and the Clinical Commissioning Group (CCG).

(b) That the proposed Community Safety Partnership Sub-Group examine the Universities' Codes of Conduct regarding off-campus behaviour and the use of sanctions for anti-social behaviour relating to alcohol and put forward any recommendations to the Universities for consideration.

Recommendation 5

That all Members of the Licensing Act Committee take part in an annual early hours visit with the Licensing Team as part of their mandatory training.

Recommendation 6

That the City Council's Policy on the training of staff in licensed premises be reviewed.

1. Introduction

The Overview and Scrutiny Committee first discussed the creation of an Informal Task Group to consider the night time economy in Lancaster and Morecambe at its Community Safety Meeting on the 18th November 2015. A scoping document setting the scope, purpose of the Task Group and Terms of Reference for the Group was then agreed at the December 2015 meeting of the Overview and Scrutiny Committee. Details are provided below.

2. Role of the Task Group

The Task Group was set up as an opportunity to improve communications between agencies and to provide a multi-agency approach to issues raised.

It was hoped that the Task Group would assist the City Council in meeting the Corporate Plan priority for Clean and Green Places, improved communications between organisations operating within the late night economy and improve relations between residents of the Town/City Centres and those visiting the centres to utilise the facilities of the late night economy.

2.1 Terms of Reference

The following Terms of Reference for the Task Group were agreed by the Overview and Scrutiny Committee:

1. To consider and investigate issues that will help to assist the City Council's priority for Cleaner, Greener and Safer Places.
2. To consider how to improve communications between organisations involved in the late night economy, if required.
3. To consider how a better balance and improved relations between City/Town people using the night facilities and local residents can be achieved.
4. To investigate whether a multi-agency approach is required in order to resolve any issues that are raised.

At the meeting of Overview and Scrutiny on the 27th January 2016 the Committee added the following to the Terms of Reference:

5. To investigate the provision of CCTV.

2.2 Membership of the Group

The Task Group comprised of Councillors Charlie Edwards (Chairman), Sam Armstrong, Lucy Atkinson, Caroline Jackson, Roger Mace, David Whitaker and Nicholas Wilkinson.

The Task Group was supported by Mark Davies – Chief Officer (Environment), Wendy Peck - Licencing Manager, Rachel Stainton – Senior Environmental Health Officer, David Eglin – Licencing Officer, Craig Brown – Community Safety and Safeguarding Officer, Rephael Walmsley – Assistant Solicitor, Paul Parker – Public Realm Supervisor, Jenny Kay – Civic and Ceremonial Democratic Support Officer and Sarah Moorghen - Democratic Support Officer.

The Task Group gratefully acknowledges the contributions and evidence freely given by:

PC Andrew Taylor	Lancashire Constabulary
Sgt Lindsey Brown	Lancashire Constabulary
PC Chris Smith	Lancashire Constabulary
Heather Crookshaw	Lancashire Constabulary
Rachel Wilkinson	Lancaster BID
Brendan Hughes	Morecambe BID
Tim Tomlinson	Lancaster Pubwatch, The White Cross and Merchants
Nigel Pearson	Morecambe Pubwatch and The Kings Arms
Ben Knott	FGH Security
Andy Crundell	NHS Health Early Action Practitioner
Mike Mayfield	Ambulance Service
John O'Neill	The Chamber of Commerce
Mark Cutter	Apothecary & The Robert Gillow
Ed Lawrence	Dalton Rooms
Sally Kay	Sugar House
Adam Hulme	Crafty Scholar
Robert Allen	Bentleys

2.3 Timetable of Meetings

Date of Meeting	Who Gave Evidence?	Issues Scrutinised
04/02/2016	Jenny Kay – Civic and Ceremonial Democratic Support Officer Mark Davies – Chief Officer (Environment)	Terms of Reference and Methodology of Evidence Gathering. The Current Position in the District and the Way Forward.
08/03/2016	Wendy Peck – Licencing Manager	Licensing in the Lancaster District.
31/03/2016	PC Chris Smith – Lancaster Constabulary Rachel Stainton – Senior Environmental Health Officer	Community Safety and Anti-Social Behaviour. Noise Complaints.

24/05/2016	Mark Davies – Chief Officer (Environment)	Impact on Street Cleaning.
05/06/2016	Andy Crundell – NHS Health Early Action Practitioner	Impact on Health and Wellbeing.
29/09/2016	Tim Tomlinson – Lancaster Pub Watch Ben Knott – FGH Security	Information Gathering from the Local Economy Late Night Trade.
27/10/2016	Councillor Charlie Edwards (Chairman)	Conclusions and Recommendations.

3. Documentary Evidence Considered

Evidence and presentations from the City Council's Environmental Services and Licensing Officers, the Police, the Emergency and Health Services and members of Pubwatch were considered.

4. Status of Report

This report is the work of the Informal Task Group, on behalf of the Overview and Scrutiny Committee, and where opinions are expressed they are not necessarily those of Lancaster City Council.

5. Background and Context

Each year the Overview and Scrutiny Committee, acting in its capacity as the City Council's Designated Crime and Disorder Committee in accordance with the Police and Justice Act 2006 and Crime and Disorder (Overview and Scrutiny) Regulations 2009, holds a Community Safety Meeting.

At these annual meetings the Committee considers issues regarding crime and anti-social behaviour, road safety and community wellbeing.

At the meeting on the 18th November 2015 the perceived issues within the late night economy were discussed and the formation of an Informal Task Group was agreed to investigate the late night economy in the Lancaster District. The Terms of Reference were agreed by the Overview and Scrutiny Committee at its December 2015 meeting.

The Task Group was created to consider issues within the late night economy in the Lancaster District with particular attention on Lancaster city centre and central Morecambe.

Members perceptions of the main issues included littering and noise, the blending of the late night economy with the day time economy, safety concerns particularly after 4am, binge drinking and the large student population in the city centre.



6. Information Gathering

6.1 Evidence

At the first meeting of the Task Group the current position in the district and the way forward were considered and the overall emerging themes were agreed as follows:

- Littering;
- Night-time economy blending with the day time economy;
- 4am to 6am most problematic time;
 - Litter;
 - Music;
 - Anti-Social Behaviour;
 - Safety of women;
- Serving alcohol to people who are intoxicated;
- Public Space Protection Order (PSPO) for Lancaster;
- Late Night Levy.

The Task Group agreed to hold the following themed meetings:

1. Licensing in the Lancaster District;
2. Community Safety and Anti-Social behaviour;
3. Impact of Street Cleansing;
4. Impact on Health and Wellbeing;
5. Information Gathering from the Local Economy Late Night Trade.

6.2 Licensing in the Lancaster District

At the Task Group's first themed meeting a presentation was provided by the Licensing Manager on Licensing in the District and the main objectives under the Licensing Act 2003.

A number of key themes were identified to take forward to future meetings including:

- Serving alcohol to intoxicated people;
- PSPO for Lancaster City Centre;
- The consideration of a Licensing Review of certain premises in Lancaster;
- The possibility of an agreement with all licensed premises to close earlier and at the same time/Early Morning Alcohol Restriction Order (EMRO);
- Community involvement.



6.3 Community Safety and Anti-Social Behaviour

A presentation from PC Chris Smith, Beat Manager for Lancaster, was provided on Crime and Anti-Social Behaviour (ASB) in the late night economy in Lancaster and Morecambe. The presentation included statistics on crime and anti-social behaviour in Lancaster City Centre and Morecambe Town Centre.

Three key problem areas were identified in Lancaster city centre and these were around St Nicholas Arcade, an area of Cheapside and Market Square.

The introduction of a Public Space Protection Order (PSPO) was considered which would be applied for by the Local Authority and enforced by the Police. This would apply to a defined area and relate to the condition of causing harassment, alarm, distress or annoyance to any person which could result in a Fixed Penalty Notice of £100 being issued.



Public Space Protection Order (PSPO)

A public spaces protection order provides councils with a flexible power to put in place local restrictions to address various anti-social behaviour issues in public places. It covers specific nuisances in that particular space.

Orders can be enforced by a police officer, police community support officer and council officers.

A breach of the order is a criminal offence and can be dealt with through the issuing of a fixed penalty notice of up to £100, or a level 3 fine of £1000, on prosecution.

Proposed Lancaster City Centre PSPO

In 2017 the current Designated Public Place Order (DPPPO) - more commonly known as the No-Drinking Zone - that covers the city centre is due to expire.

In its place the City Council is looking to bring in a Public Spaces Protection Order (PSPO), which would provide police with the powers to stop people drinking and to confiscate alcohol. Due to a recent increase in anti-social behaviour in the city centre, extra powers could also be included in the PSPO to help police deal with these issues.

6.4 Impact on Street Cleansing

The Chief Officer (Environment) provided a presentation on the impact of waste, and street cleansing and the differences between Lancaster and Morecambe centres.

The role of Enforcement Officers, prosecutions, trade and domestic bin collections in Morecambe and student bins in Lancaster, BID contributions to street cleansing, statutory powers including PSPO's and Community Protection Notices (CPN), pubs and clubs closing times and the use of social media and education campaigns were discussed.

The issues of littering and what planning conditions were in place to enforce litter picking around restaurants and takeaways were considered.

Also discussed were the benefits of a possible ongoing working group after the conclusion of this Task Group.

6.5 Impact on Health and Wellbeing

A presentation was provided by Mr Andy Crundell, NHS Health Early Action Practitioner, regarding the impact of alcohol and substance misuse on resources in the Emergency Department and Ambulances Services.

Excessive drinking was a factor in a significant proportion of admissions to the Emergency Department. The number of ambulance call outs and admissions to the Emergency Department had increased in 2015 compared to 2014. This had put a particular strain on the service as the majority of alcohol related admissions occurred out of hours between 7pm and 7am when there were fewer medical and nursing staff on duty.

Both Ambulance call outs and Emergency Department admission had increased due to alcohol consumption at the weekends, Christmas and New Year, Bank Holidays and around large sporting events.

Freshers weeks for both Lancaster University and the University of Cumbria were highlighted as a particularly busy time for the Emergency Services. The Group considered whether there were any actions the Universities and Students Unions could take to mitigate the impact of Freshers Week on the Emergency Services.



6.6 Information gathering from the Local Late night Economy Trade

Representatives from the Trade, including members of Lancaster and Morecambe Pubwatch and the Chamber of Commerce attended the penultimate meeting of the Task Group at The Apothecary, Lancaster.

A number of initiatives being run by Pubwatch members were discussed particularly targeting the effects of excessive alcohol consumption. This included a number of Pubwatch supported campaigns but also put emphasis on effective staff training.

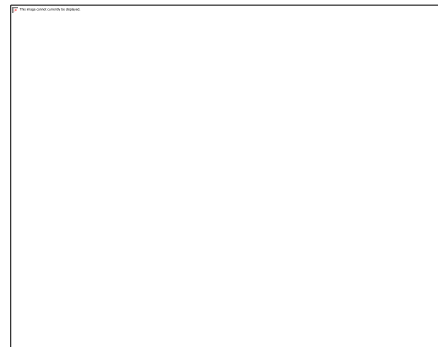
The role of CCTV in the late night economy was considered and the impact of budget reductions meaning that CCTV would no longer be funded by Lancaster City Council from the 1st April 2017. Members of the Trade felt strongly that maintaining a CCTV system in the City Centre was vital for the health and safety of all those engaging in the late night economy including both staff and customers.

A group, including the City Council, Lancaster BID, Morecambe BID and the Chamber of Commerce, was looking at alternative ways of running and funding CCTV based on the premise that a modern, agile CCTV system could be used to help the delivery of a wide range of activities that take place in the City Centre and wider District.

7. Findings

At the final meeting the findings of the Task Group were discussed. The Group then considered the conclusions and recommendations.

A number of key emerging themes from the previous meetings were considered and the main issues/points to take forward as conclusions and recommendations of the Task Group were agreed. These included wellbeing in the late night economy, campaigns and practical schemes, anti-social behaviour, CCTV, University and community liaison, training of Licencing Act Committee Members and for those working in the late night economy.



The Task Group recommended that the Group should continue in some form and that this could be undertaken through a Sub-Group of the Community Safety Partnership (CSP) and that Members of this Group, along with members of Pubwatch, should be invited to be part of the CSP Sub-Group.

It was also agreed that the Task Group would recommend that the Council should give its full support to the creation of a Public Space Protection Order (PSPO) in central Lancaster.

CCTV was considered a vital community asset which provided reassurance, deterrence and response for both the night time and daytime economy. The Group was keen to support any efforts to continue the CCTV service in the city centre. It was recommended that work continued on building a business case for how a partnership approach to the delivery of a repurposed CCTV system might operate.

The role the Universities played in keeping students safe in the late night economy was discussed. It is recommended that Members of the Council should liaise with the senior management and Students Union of both Lancaster University and the University of Cumbria regarding policy and practice on alcohol education, consent, health and safety, liaison with the University Hospital Morecambe Bay Trust (UHMBT) and the Clinical Commissioning Group (CGC), together with the use of sanctions for anti-social behaviour relating to alcohol.

The Group agreed that training for both Councillors and members of the public employed within the late night economy was of vital importance and asked that recommendations should be made in relation to training.

8. **Recommendations**

Set out below are the recommendations that have emerged from the Task Group's work.

One of the major successes of the Task Group has been bringing together a number of stakeholders including licensees and premises owners, through Pubwatch, the Police and the NHS as well as City Councillors and Council Officers. The Group has facilitated open communication between parties with differing interests and aided better understanding of issues within the late night economy.

The Task Group is keen for this to continue following the conclusion of the Late Night Economy Task Group.

The Task Group recommends that this be facilitated through the Lancaster District Community Safety Partnership.

What is the Lancaster District Community Partnership??

The Lancaster District Community Safety Partnership (CSP) is a collective of public, voluntary, community and private organisations who come together to do all that they can to make the districts communities safer. The CSP provide a co-ordinated response to community safety issues, drawing together organisations and people that can make a difference. The CSP focus not only on the importance of understanding what is happening and where, but what is causing the problems and the best way to tackle them. All the work of the CSP is informed by evidence or risk and need provided by their annual strategic assessment. Every year the CSP priorities a number of key issues that evidence tells them are most important to address in the district including domestic abuse, violent crime, substance misuse, anti-social behaviour and road safety. Community safety acknowledges that there is no one organisation's sole responsibility to deliver a reduction in crime and disorder and fear of crime but something which needs to be tackled collectively and in partnerships with others.

The Task Group agrees that this be continued by way of a Sub-Group of the CSP, to be made up of Members of this Informal Sub-Group including Pubwatch representatives from Lancaster and Morecambe.

It is envisaged that the CSP Task Group will meet on a regular basis, to be agreed by the Group itself and look to discuss ongoing issues around training of licensed premises staff, the Purple Flag Scheme and rewards systems for well-run licensed premises.

Recommendation 1

- (a) That the Community Safety Partnership be requested to establish a Sub-Group to continue the work of the Scrutiny Informal Task Group with the membership mirroring the existing Task Group, including Pubwatch.**
- (b) That the Community Safety Partnership Sub-Group consider appropriate levels of training of licensed premises staff and receive updates provided by Pubwatch representatives of Lancaster and Morecambe.**

- (c) That the newly formed Sub-Group consider the city centre’s ability to gain Purple Flag Status and also investigate the introduction of a rewards system for well-run licensed premises.**

The Group is keen to support the introduction of a Public Space Protection Order (PSPO) covering the central area of Lancaster to provide an additional tool for the Police to help reduce anti-social behaviour.

As part of the ongoing scope of the Group, it is agreed that they would like regular monitoring and reporting of the success of the PSPO and that this could be provided at the Overview and Scrutiny Committee Community Safety meeting. This is held on an annual basis.

Also discussed was whether a similar approach would be effective in Morecambe. It is recommended that the feasibility of a PSPO for Morecambe be assessed, using the results of these findings as a benchmark.

Recommendation 2

- (a) That based on the evidence heard, the Task Group recommends to Council that it continues to give its full support to the Public Space Protection Order (PSPO) covering the central area of Lancaster.**
- (b) That updates on the use of the PSPOs be reported to the annual Community Safety meeting of the City Council’s Overview and Scrutiny Committee.**
- (c) That the feasibility of the PSPO for Morecambe Town Centre and Promenade be assessed by Lancaster City Council and the Police and reported to the City Council’s Overview and Scrutiny Committee.**

The Task Group heard from a number of parties that public CCTV was a vital community asset that provides reassurance, deterrence and response and heard anecdotal evidence from the trade of incidences where CCTV has played a vital role in ensuring the safety of staff and customers within the late night economy.

The Group recognises that the current CCTV system is no longer fit for purpose and does not represent value for money. The Group is also aware that as the current sole funder of the system, the City Council, can no longer afford to maintain the CCTV service.

The Task Group’s view is that a modern ‘repurposed’ system could be cheaper to run, be much more flexible in how it operates and be useful to a much wider range of potential users. It could potentially be a source of income and cashable efficiencies.

The Task Group recognises the City Council’s decision in this regard:-

“With regard to CCTV, notice would be given as soon as possible to terminate the relevant services contracts, but within the notice period and prior to actual decommissioning of the equipment any approaches made by organisations interested in taking on the operation (at no cost to the Council) would be appraised and considered...”

“...this Council cannot continue to provide the existing funding required to maintain and/or renew the existing CCTV system in the Lancaster district from April 2017, but asks Officers to make enquiries with other organisations to see if they may be in a position to get involved in maintaining either an externally staffed or volunteer-led CCTV system.”

The Group notes particularly that Council asked ‘Officers to make enquiries with other organisations to see if they may be in a position to get involved in maintaining either an externally staffed or volunteer-led CCTV system.’

Discussions are taking place with interested parties (including Lancaster and Morecambe BIDs, Pubwatches, Chamber of Commerce, Police, Universities and landlords) to actively facilitate its continued existence.

The Group also discussed the possibility of engaging with the universities to encourage them to support CCTV as part of their duty of care to the students living and participating in the late night economy.

It is recommended that this work continues and that a business case for how a partnership approach to the delivery of repurposed CCTV system might operate is quickly developed and presented to the Council for consideration.

Recommendation 3

That, after considering the evidence provided, it be recommended that CCTV is vital to the infrastructure of Lancaster city centre and Morecambe. The Task Group agrees that public CCTV is a vital community asset which provides reassurance, deterrence and response.

Further to this, it is recommended that work continues with all of the potential partnership participants on building a business case for how a partnership approach to the delivery of a repurposed CCTV system might operate and that a report on this is quickly developed and presented to the Cabinet for consideration.

Also discussed was the impact of the University on the town centres and the late night economy in particularly around the Fresher’s Week for both universities.

In a number of the meetings the impact that the universities have on Lancaster City Centre and the pressures placed on the NHS, Police and Environmental Services during Fresher’s Week in particular, due to excessive alcohol consumption and anti-social behaviour and littering, has been highlighted.

It is felt that both Universities have an important role to play in encouraging and supporting responsible conduct of their students. The Group agree that they would welcome regular discussions leading to the delivery of practical projects regarding such matters as policy and practice on alcohol education, Child Sexual Exploitation (CSE), consent, health and safety, how best to assure the safety of students off campus and on the sanctions for anti-social behaviour related to alcohol.

The behaviour of students both living in and socialising within the city centre of Lancaster has been considered and whether the Universities should bear some responsibility for their behaviour. The Group discussed the Universities’ Codes of Conduct and whether these applied off campus and how they could be enforced.

Recommendation 4

- (a) That the proposed Community Safety Partnership Sub-Group meet with Lancaster University and the University of Cumbria’s senior management and the Student Unions regarding policy and practice on alcohol education, consent, health and safety, alongside the annual consideration regarding student admissions to A & E and calls upon the Emergency Services, in**

liaison with the University Hospital of Morecambe Bay Trust (UHMBT) and the Clinical Commissioning Group (CCG).

- (b) That the proposed Community Safety Partnership Sub-Group examine the Universities' Codes of Conduct regarding off-campus behaviour and the use of sanctions for anti-social behaviour relating to alcohol and put forward any recommendations to the Universities for consideration.**

The role of the Licensing Act Committee has been considered, in particular, the training the Committee Members receive. It is felt that some Members may act on matters of Licensing without a deep appreciation of the night time economy.

It is recommended that all Members of the Licensing Act Committee attend an annual early hours visit with the Licensing Team as part of their mandatory training. This will assist Members understanding of the operation of the late night economy and allow them to see first-hand some of the issues and difficulties arising within the late night trade.

Recommendation 5

That all Members of the Licensing Act Committee take part in an annual early hours visit with the Licensing Team as part of their mandatory training.

It is recognised that many members of the trade, through their own initiative, and with support from Pubwatch, are proactively training all their staff in all areas of night time economy working.

The Task Group considers that members of the late night trade should be responsible community leaders and wants to actively encourage all night time economy businesses to train their staff. It felt that there is a role for the City Council to actively facilitate training on responsible alcohol sale and conflict management, and to actively engage with licensed premises and late night takeaways wherever possible and subject to resources.

Recommendation 6

That the City Council's Policy on the training of staff in licensed premises be reviewed.