

# NORTH TYNESIDE COUNCIL CUMULATIVE IMPACT ASSESSMENT



# North Tyneside Council Cumulative Impact Assessment

<b>Section</b>	<b>Page</b>
<b>1. Introduction</b>	<b>3</b>
<b>2. Section 1 – Cumulative Impact Assessment</b>	<b>5</b>
<b>3. Section 2 – Cumulative Impact Area</b>	<b>6</b>
<b>3. Section 3 – Contact Information</b>	<b>7</b>
<b><u>Appendix 1</u> Maps</b>	<b>8</b>
<b><u>Appendix 2</u> Evidence for Whitley Bay and Tynemouth</b>	<b>10</b>

## Introduction

1. North Tyneside Council in common with many Licensing Authorities introduced a Cumulative Impact Policy for two areas within the borough, namely parts of Whitley Bay and Tynemouth. That Policy formed part of its Statement of Licensing Policy. Cumulative Impact Policies were only a concept contained in the guidance issued by the Secretary of State under section 182 of the Licensing Act 2003 and had no statutory basis for their existence. However, this changed in 2018 with the introduction of the Policing and Crime Act 2017.
2. The Policing and Crime Act 2017 amended the Licensing Act 2003 by inserting section 5A into the Act which states: -

**“A licensing authority may publish a document (“a cumulative impact assessment”) stating that the licensing authority considers that the number of relevant authorisations in respect of premises in one or more parts of its area described in the assessment is such that it is likely that it would be inconsistent with the authority's duty under section 4(1) to grant any further relevant authorisations in respect of premises in that part or those parts.”**

3. In October 2018 the Authority formed the opinion that a Cumulative Impact Assessment should be published for parts of Whitley Bay and Tynemouth. That Assessment informed the Authority's Statement of Licensing Policy published in November 2018 which included a Cumulative Impact Policy for those parts of Whitley Bay and Tynemouth. That Policy created a rebuttable presumption against granting premises licences for alcohol led establishments in those areas.
4. For the avoidance of doubt, “cumulative impact” has been described as the potential impact on the promotion of the licensing objectives because of a significant number of licensed premises concentrated in one area. Serious problems of nuisance or disorder may arise at or near licensed premises and may occur from a large number of people being concentrated in a particular area.
5. Within 3 years of the publication of its Cumulative Impact Assessment, the Authority has a duty to consider if it remains of the opinion that that it is likely that it would be inconsistent with the authority's duty to promote the licensing objectives to grant premises licences in respect of alcohol led licensed premises in the relevant areas of Whitley Bay and Tynemouth.
6. If the Authority remains of the opinion that the number of alcohol led licensed premises with premises licences in the relevant areas of Whitley Bay and Tynemouth described and shown below is such that it is likely that it would be inconsistent with the Authority's duty to promote the licensing objectives to grant any further premises licences, or variations of those licences, in those areas then a revised Cumulative Impact Assessment must be published and contain a statement to that effect.
7. If the Authority is no longer of the opinion that it would be inconsistent with the Authority's duty to promote the licensing objectives to grant any further premises licences or club premises certificates in respect of alcohol led premises in the

relevant areas of Whitley Bay and Tynemouth, then it should issue a statement to that effect.

8. Before deciding whether the Authority remains of the opinion that a Cumulative Impact Assessment should remain in place and a revised Cumulative Impact Assessment should be published, the Authority must consult those listed in section 5(3) of the Licensing Act 2003 namely:
  - The Chief Officer of Northumbria Police
  - The Tyne and Wear Fire and Rescue Authority
  - The Director of Public Health
  - Such persons as the Authority considers to be representative of the holders of premises licences
  - Such persons as the Authority considers to be representative of the holders of club premises certificates
  - Such persons as the Authority considers to be representative of the holders of personal licences
  
9. In addition to those named in paragraph 3 above, the Authority will consult with the following:
  - Local Members of Parliament
  - All Councillors
  - Local residents and businesses
  
10. The cumulative impact of licensed premises on the promotion of the licensing objectives in the borough is a proper matter for the Authority to consider. The Authority has obtained evidence, which is set out in Appendix 2 below, that indicates that there continues to be an issue with cumulative impact in parts of Whitley Bay and Tynemouth.

## Section 1 Cumulative Impact Assessment

### Cumulative Impact Assessment

- 1 Cumulative impact is the potential impact on the promotion of the licensing objectives due to the number of licensed premises concentrated in one area.
- 2 There is evidence to suggest that in specified areas of the borough, (see the maps at Appendix 1) the number and density of alcohol led licensed premises, such as public houses, that have the benefit of a premises licence is such that it is likely that it would be inconsistent with the Authority's duty to promote the licensing objectives to grant any further premises licences for premises of this type or variations of such licences in those areas.
- 3 The evidence suggests that the issues caused by cumulative impact referred to in this Assessment only relate to alcohol led licensed premises that have a premises licence that permits the consumption of alcohol on the premises and that premises that hold club premises certificates do not add to the cumulative impact in the areas concerned
- 4 The evidential basis for suggesting that there is an issue with cumulative impact in Whitley Bay and Tynemouth is set out in Appendix 2 of this Assessment. The evidential basis in Appendix 2 includes statistical information provided by Northumbria Police for January to December 2019. Due to the closure or restrictions on licensed premises for the majority of 2020 because of the Covid-19 pandemic representative data is not available for that year. However, there is no reason not to form the view that the figures for 2020 would be greatly different to the figures to the period used in this Assessment. The Authority takes the view that its opinion on the Cumulative Impact Assessment should not be based on the artificial shutdown of the licensed trade in 2020/early 2021.
- 5 As part of the review of this Assessment Northumbria Police were asked to collate data for the Fish Quay area of North Shields in order to analyse the level of crime and disorder in that area. The data has shown that were low numbers of offences and incidents of anti-social behaviour for the period between January and December 2019. There is therefore no evidential basis as this time to justify the inclusion of this area in any Cumulative Impact Assessment. Of course, this position could change, and any Cumulative Impact Assessment published by the Authority can be reviewed at any time if evidence is received of there being cumulative impact in relation to this particular area.

## Section 2 Cumulative Impact Areas

### Cumulative Impact Area

1. This Assessment relates to two areas of the Borough delineated on the maps at Appendix 1 and described below:

#### Whitley Bay

2. This Assessment applies to the area of Whitley Bay bordered by Promenade, Park Avenue, Marden Road, Station Road, Whitley Road and Percy Road.

This area has been identified because evidence shows that the cumulative impact of the number and density of licensed premises in the area adversely affects the promotion of the licensing objectives

3. A summary of the evidence of the problems being experienced in the area is included in this Assessment at Appendix 2.

#### Tynemouth

4. The Assessment applies to the area of Tynemouth bordered by Percy Park Road, Bath Terrace, East Street, Lovaine Row and Prudhoe Terrace.
5. This area has been identified because evidence shows that the cumulative impact of the number and concentration of licensed premises in the area adversely affects the promotion of the licensing objectives.
6. A summary of the evidence of the problems being experienced in the area is included in this Assessment at Appendix 2.

## Section 3 Contact Information

### Contact and Applications

For further information on this Cumulative Impact Assessment please contact:

Licensing Team  
Killingworth Site  
Harvey Combe  
Killingworth  
Newcastle upon Tyne  
NE12 6UB

The Licensing Section can be contacted on the following telephone numbers:  
(0191) 643 2175

E-mail address: [liquor.licensing@northtyneside.gov.uk](mailto:liquor.licensing@northtyneside.gov.uk)

Web: <http://www.northtyneside.gov.uk>

Appendix 1  
Cumulative Impact Maps  
Whitley Bay





# Tynemouth

PROPOSED CUMULATIVE IMPACT AREA - TYNEMOUTH \_\_\_\_\_



## Appendix 2

The evidential basis for this Assessment has been supplied by Northumbria Police. The data for the cumulative impact areas in Whitley Bay and Tynemouth focuses on four key areas:

- Crime
- Anti-social behaviour
- Alcohol related anti- social behaviour
- Violent crime.

The data covers the 12 month period from 1 January 2019 to 31 December 2019.

The data relates to incidents within the cumulative impact areas and sets out the days and times when incidents have occurred within the cumulative impact areas. The maps show the location of crimes in Whitley Bay and Tynemouth and demonstrate that there is a clear concentration of crime and anti-social behaviour in the cumulative impact areas.

### Statistical Data

Total number of recorded incidents (crime and anti-social behaviour) in the cumulative impact areas are set out below:-

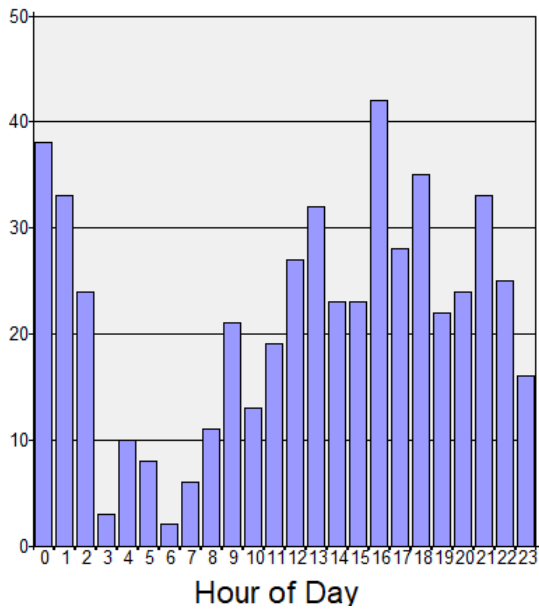
#### Whitley Bay

Year	Total Number of Crimes	% of Crime in Whitley Bay
2018	623	15%
2019	519	13%

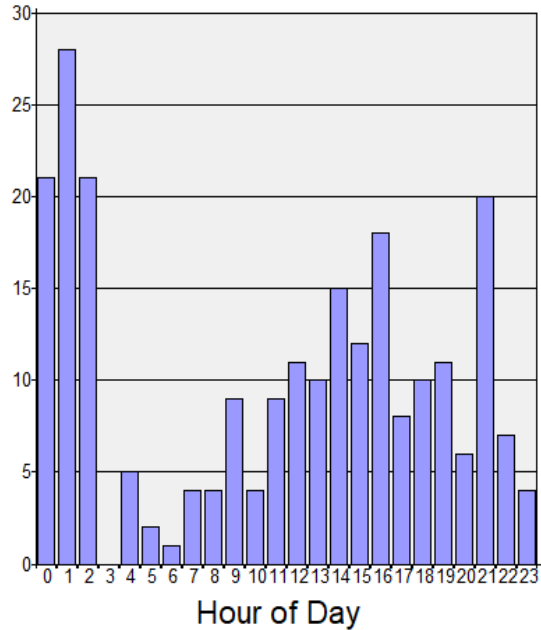
### Crime levels by day of the week

2018		2019	
Monday	72	Monday	73
Tuesday	73	Tuesday	73
Wednesday	77	Wednesday	84
Thursday	86	Thursday	49
Friday	105	Friday	79
Saturday	102	Saturday	78
Sunday	108	Sunday	83

Time analysis for all crime Monday to Sunday



Time analysis for all crime Friday to Sunday



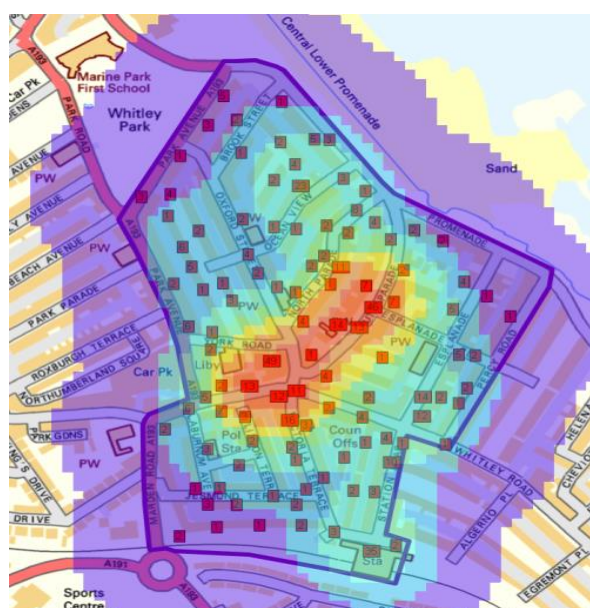
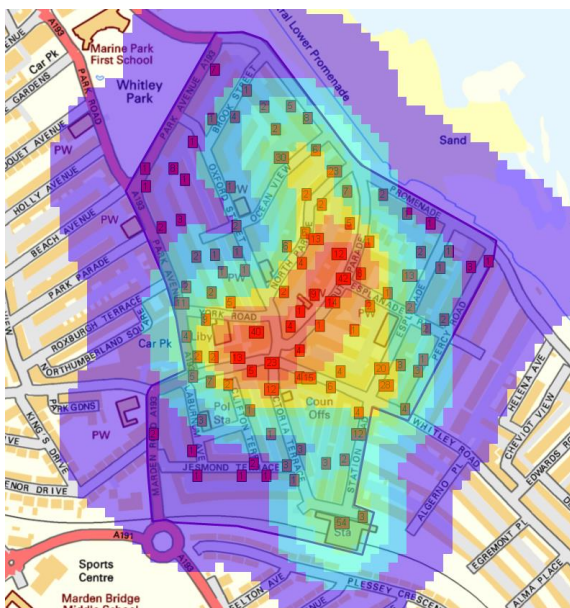
Analysis of peak days indicates peak days in 2018 at the weekend, with Friday through Sunday recording, on average per day, 36% more crime than Monday through Thursday. Levels within 2019 are not as dramatic, however the Friday through Sunday levels are fractionally higher than the rest of the week.

Analysis of the times of day for the whole week shows a spike in offences between midnight and 3am. This is more noticeable when viewing the same chart for just Friday, Saturday and Sunday.

Hot spot areas of crime in Whitley Bay

All crimes in area for 2018 (offences)

All crimes in area for 2019 (offences)



## Violent Crime

2018 – 223 incidents of violent crime reported

2019 – 207 incidents of violent crime reported

### Violent Crime levels by day of the week

<b>2019</b>	
Monday	26
Tuesday	33
Wednesday	33
Thursday	17
Friday	32
Saturday	31
Sunday	35

Analysis of peak days shows an increase in violent crime on Sunday.

It can be seen from the table below that the increase in violent crime is likely due to the night time economy since the increase is from midnight till 3am on the Sunday morning.

Analysis of peak days of the week, and hours of the day indicate that mid-night through to 03:00 Fridays to Sundays record elevated levels, most notably in relation to assaults. In fact 25% of all assaults within the Whitley bay Cumulative Impact Area occur during this period.

### 2019 - Violence offences by day of the week and hour of the day (Assaults only)

Hour	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday	Totals
00			2		4	2	6	14
01					4	1	5	10
02			1			4	6	11
03		1						1
04		3	1			2	2	8
05			2					2
06								0
07						1		1
08				1				1
09	3		1				1	5
10		1						1
11	3						1	4
12	1		1	1	2			5
13	2		5	1				8
14		1			2	1		4
15	1	1	1				1	4
16		3		1	3	1	1	9
17		1		1			2	4
18		1		3	1	2		7
19			1	1	1	1		4
20	2	2				1		5
21	1				3	3	1	8
22	1	1	3					5
23	1	1	1	1			2	6

### Anti- Social behaviour (ASB)

2018 243 incidents of anti-social behaviour reported

2019 230 incidents of anti-social behaviour reported

Anti-social behaviour incidents by day of the week

<b>2019</b>	
Monday	50
Tuesday	38
Wednesday	48
Thursday	49
Friday	54
Saturday	67
Sunday	89

It can be seen that the number of reported ASB incidents slightly decrease between 2018 and 2019 however they still account for 15% of all ASB in Whitley Bay as a whole. Levels are elevated towards the weekend from around 14:00 on Friday through to 02:00 Saturday and again Saturdays from around 10:00 through to 03:00 on Sunday morning.

### Alcohol Related Anti –Social Behaviour Incidents

2018 – 46 incidents of alcohol related anti-social behaviour reported

2019 – 35 incidents of alcohol related anti-social behaviour reported

Alcohol related anti-social behaviour incidents by day of the week

<b>2019</b>	
Monday	5
Tuesday	3
Wednesday	6
Thursday	4
Friday	7
Saturday	5
Sunday	5

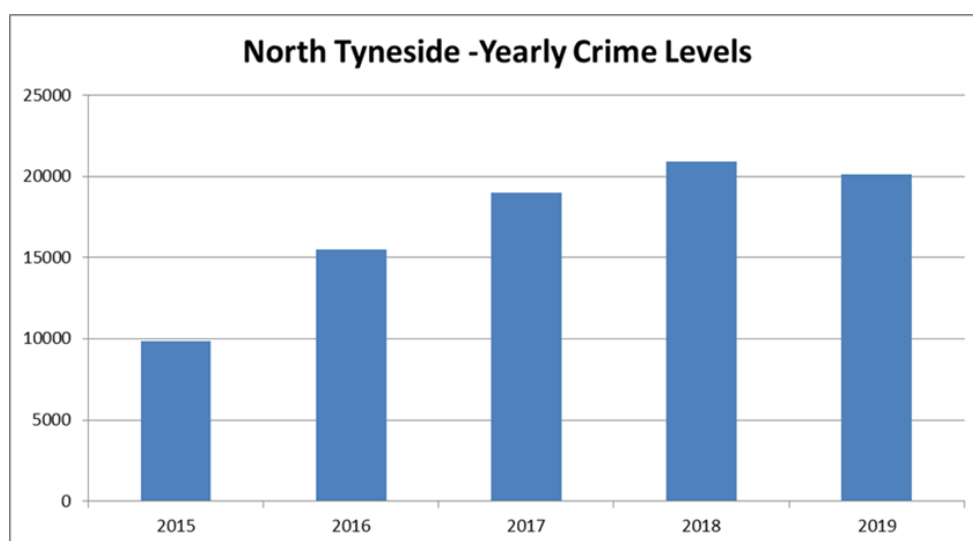
The data indicates that the levels of alcohol related ASB has reduced between 2018 and 2019. Historic figures indicate levels have in fact seen a significant reduction since 2016 which recorded 108 incidents within the same geographic area. Within 2019, Fridays did record slightly higher levels, however this is spread-out throughout the day and there is nothing to indicate levels of alcohol related ASB is higher throughout the weekend or throughout the evening periods.

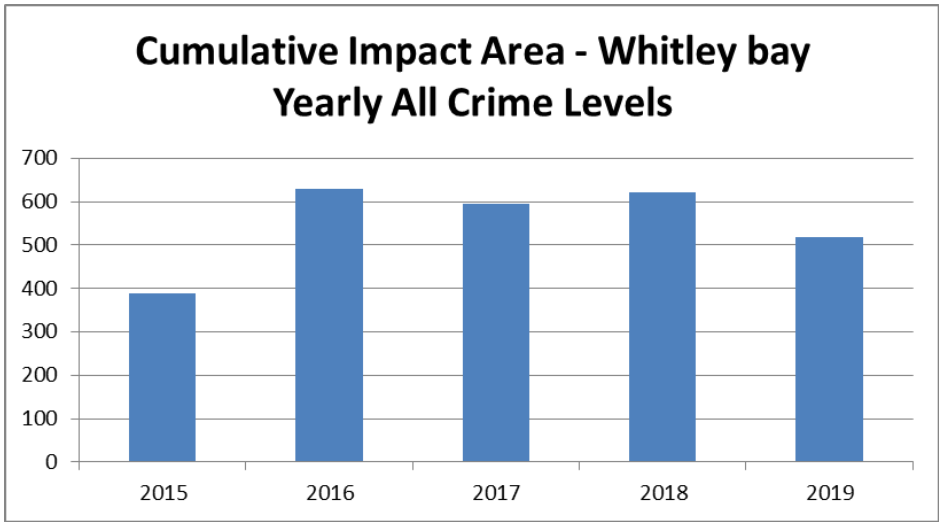
Times of the day when alcohol related anti-social behaviour occurs is shown in the table below:

2019 - ASB/Alcohol - Cumulative Impact Area (Whitley bay)								
Hours	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday	Total
00	1		1		1		1	4
01								0
02							1	1
03								0
04								0
05								0
06								0
07								0
08		1			2			3
09			2		1			3
10						1		1
11	1			1				2
12					1			1
13	1							1
14			1					1
15		1		1			1	3
16		1	1	1	1			4
17								0
18						1		1
19								0
20			1		1			2
21						1		1
22							1	1
23	2			1		2	1	6

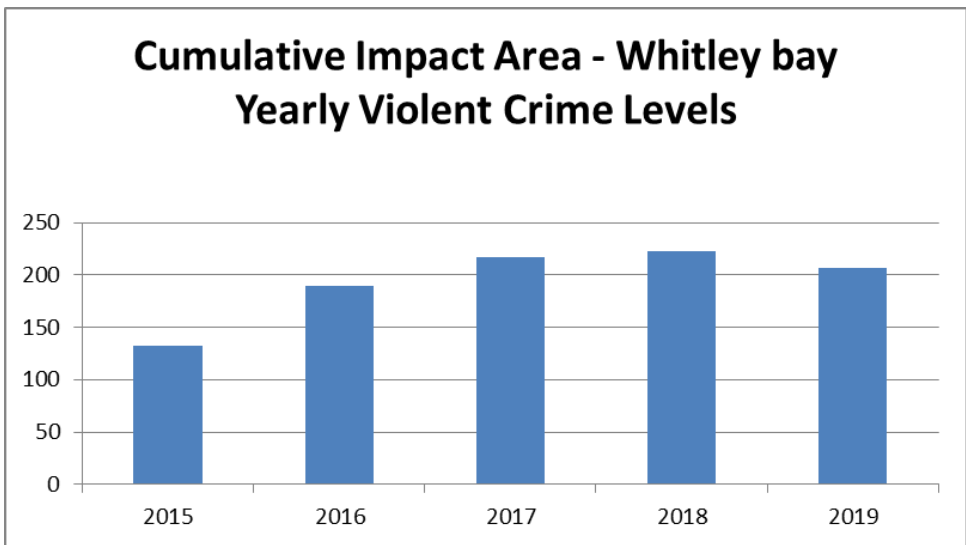
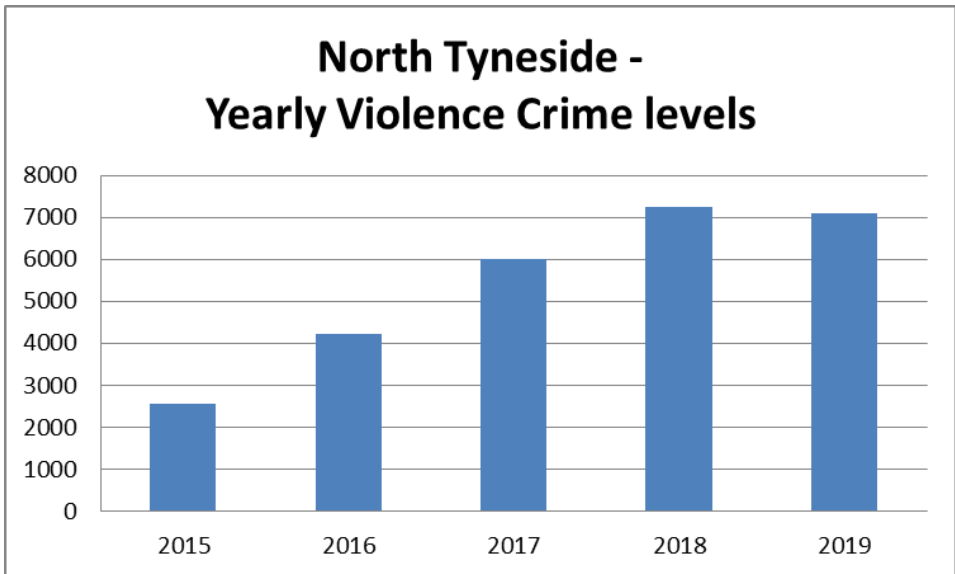
### Historic crime levels

The tables below show the historic crime levels for North Tyneside and for the cumulative impact area of Whitley Bay.

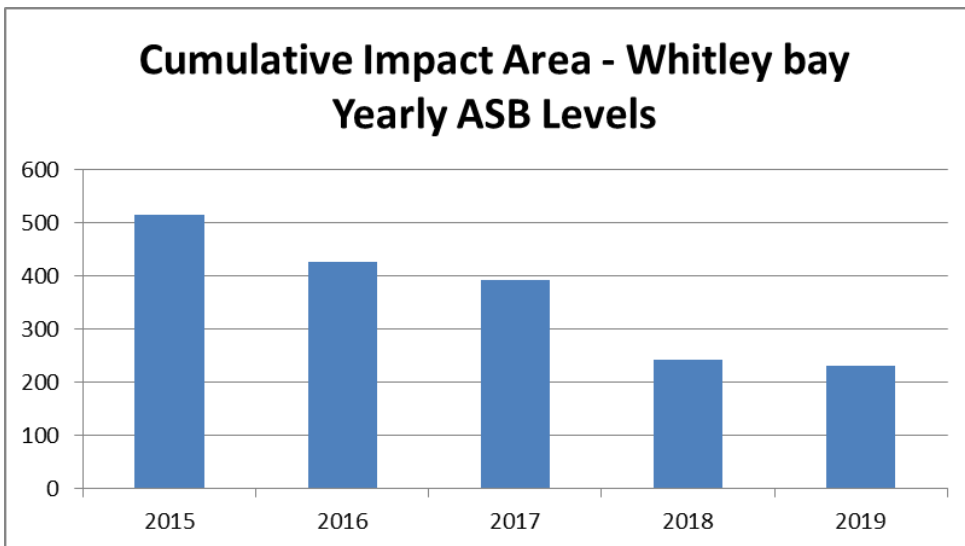
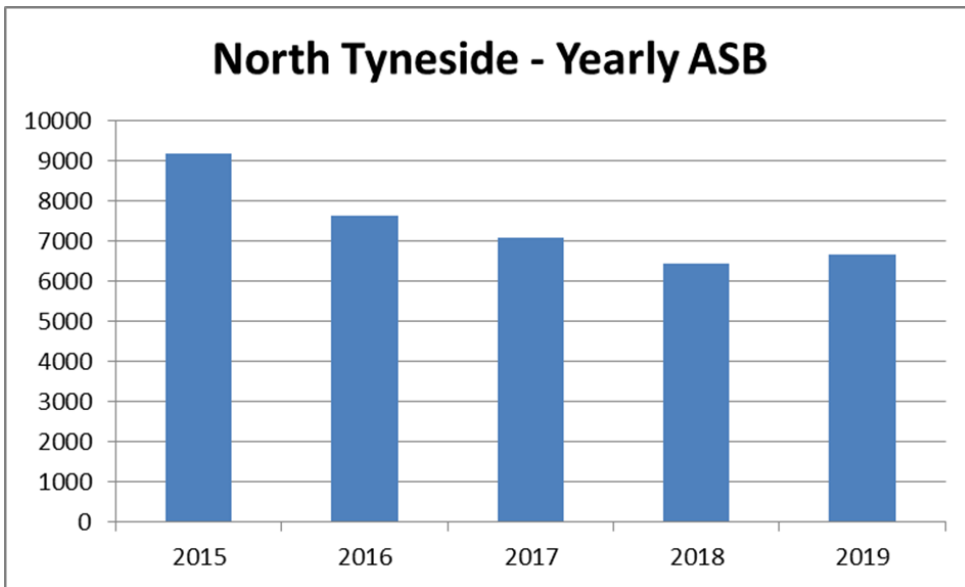




The tables below show the historic violent crime levels for North Tyneside and for the cumulative impact area of Whitley Bay:



The below tables show the historic levels of anti-social behaviour within North Tyneside and the Whitley bay Cumulative Impact Area.



### Conclusion

The cumulative impact area in Whitley Bay accounts for a small percentage (1%) of the geographic area covered by the Whitley Bay Policing Sectors. However, despite that small geographic area there is evidence that 13% of all crime and 5% of all violent crime recorded in Whitley Bay in 2019 was in the cumulative impact area.

Historical figures have shown a rise in crimes being recorded between 2015 and 2018 with 2019 recording a reduction. Levels of recorded crimes do increase from Mid-afternoon on a Friday until early Morning on a Sunday. This is consistent with an effect of the night time economy.

ASB levels have shown a decline with levels in 2018 and 2019 being below 50% of the level recorded in 2015.



## Tynemouth

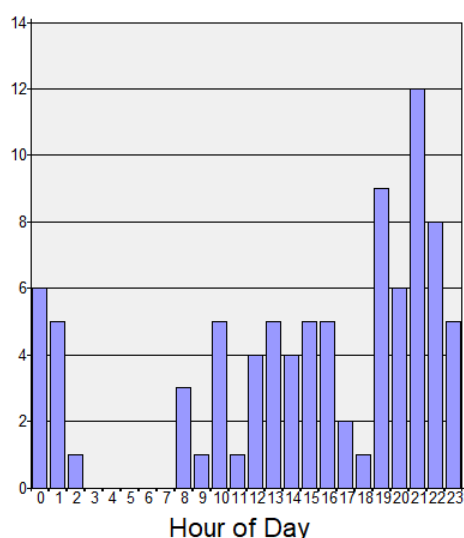
Year	Total Number of Crimes	% of Crime in Tynemouth
2018	100	1.5%
2019	90	1.5%

### Crime levels by day of the week

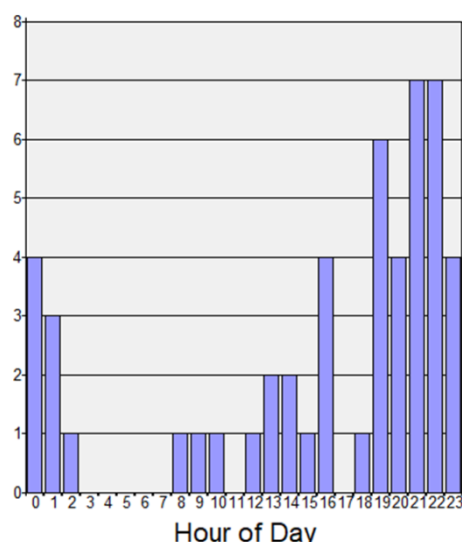
2018		2019	
Monday	15	Monday	6
Tuesday	4	Tuesday	15
Wednesday	9	Wednesday	10
Thursday	8	Thursday	9
Friday	15	Friday	19
Saturday	11	Saturday	22
Sunday	38	Sunday	9

Analysis of 2018 indicates that peak days were the weekend, with Friday through Sunday recording, on average per day, 78% more crime than Monday through Thursday. Sunday being by far the highest day of the week, Levels within 2019 are more uniform across the breadth of the week, with Tuesdays and Wednesdays also recording raised levels. Friday through Saturday continued to show higher levels than the rest of the week, however Sundays have seen a noticeable reduction in offending.

### Time analysis for all crime Monday to Sunday



### Time analysis for all crime Friday to Sunday

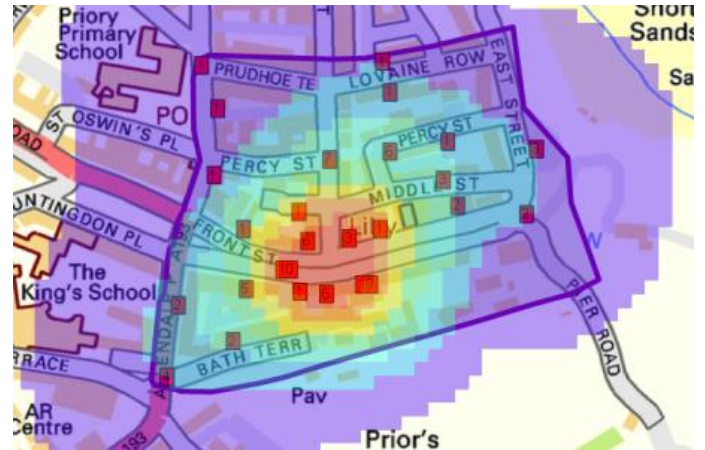
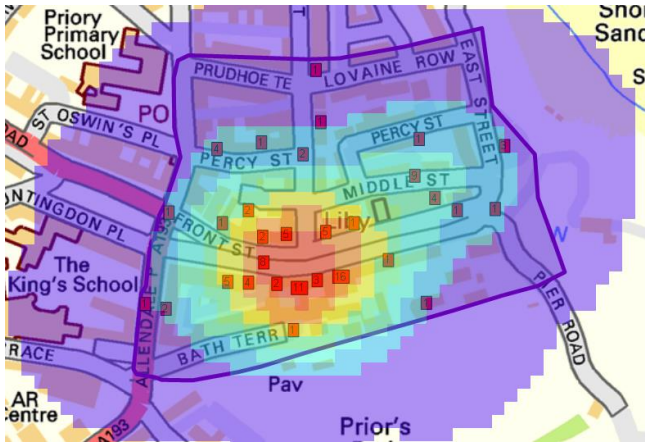


The graphs highlight a peak in offending which begins around 19:00 to around 02:00.

Hot spot areas of crime in Tynemouth

All crimes in area for 2018 (100 offences)

All crimes in area for 2019 (90 offences)



Violent Crime

Year	Total Number of Violent Crimes	% of Crime in Tynemouth
2018	49	0.7%
2019	38	0.6%

Violent Crime levels by day of the week

2019	
Monday	4
Tuesday	4
Wednesday	5
Thursday	3
Friday	7
Saturday	11
Sunday	4

Analysis of peak days shows an increase in violent crime at weekends. These two days account for 40% of violent crime in the area.

Analysis of peak days of the week, and hours of the day indicate that levels are mainly confined to 20:00 on a Friday evening through to 02:00 on Saturday, and again 21:00 through to 02:00. This is consistent with the timings associated with the Night Time

Economy. 78% of all assaults within the Tynemouth Cumulative Impact Area occurred during these hours.

Violent crime (Assaults only) table by hour and day of week

Hour	Monday	Tuesday	Wednesday	Thursday	Friday	Saturday	Sunday	Totals
00							1	1
01						2	1	3
02								
03								
04								
05								
06								
07								
08								
09		1						1
10								
11								
12								
13								
14								
15								
16								
17								
18					1			1
19								
20			1		1			2
21					1	2	1	4
22					2	3		5
23					1			1

### Anti- Social behaviour

2018 171 incidents of anti-social behaviour reported

2019 141 incidents of anti-social behaviour reported

Anti-social behaviour incidents by day of the week

<b>2019</b>	
Monday	16
Tuesday	17
Wednesday	18
Thursday	17
Friday	23
Saturday	26
Sunday	24

ASB incident levels within Tynemouth Cumulative Impact Area are recording a slight decrease between 2018 and 2019, with ASB in the area accounting for 7% of the total for North Shields as a whole.

Levels can be argued to be slightly increased during the weekend with Friday through to Sunday recording higher levels than any other day of the week. The incidents appear to be spread over the breadth of the day however, with a slight increase around 21:00 on a

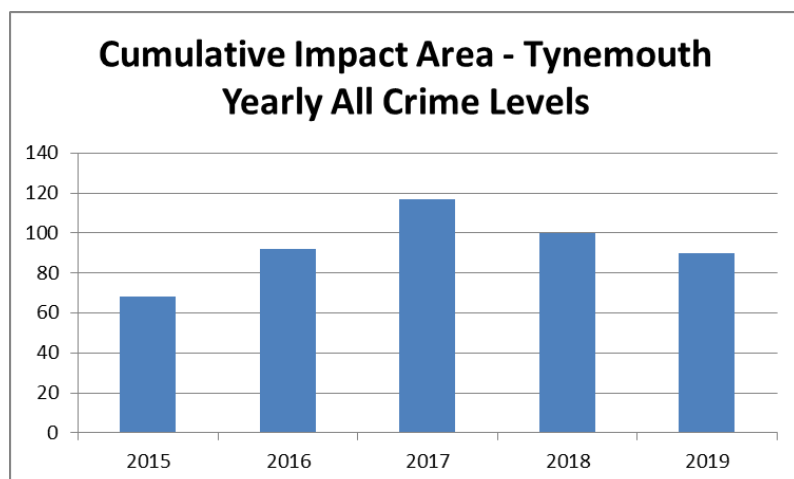
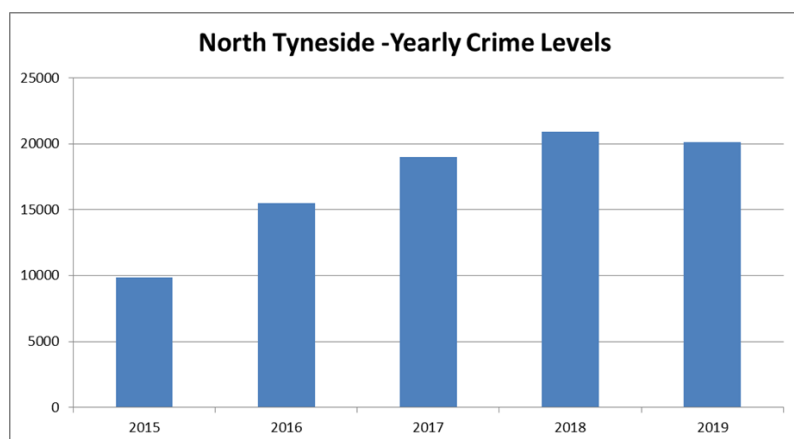
Friday. The only period in which ASB has been reported between midnight and 02:00 have occurred on a Saturday and Sunday.

### Alcohol Related Anti –Social Behaviour Incidents

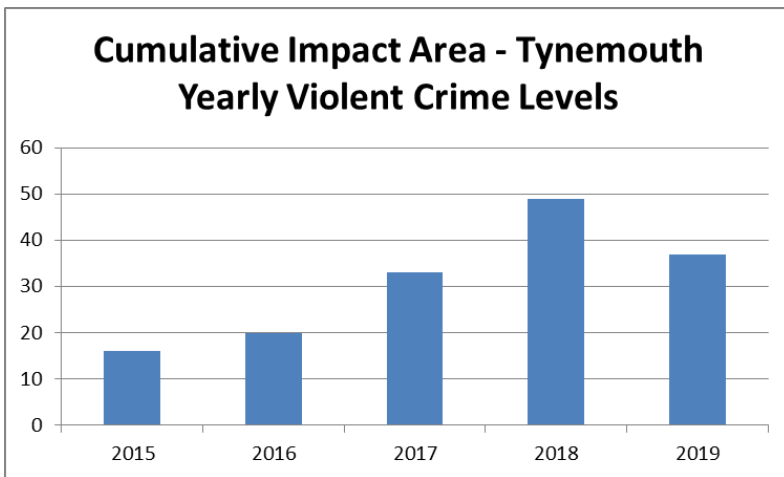
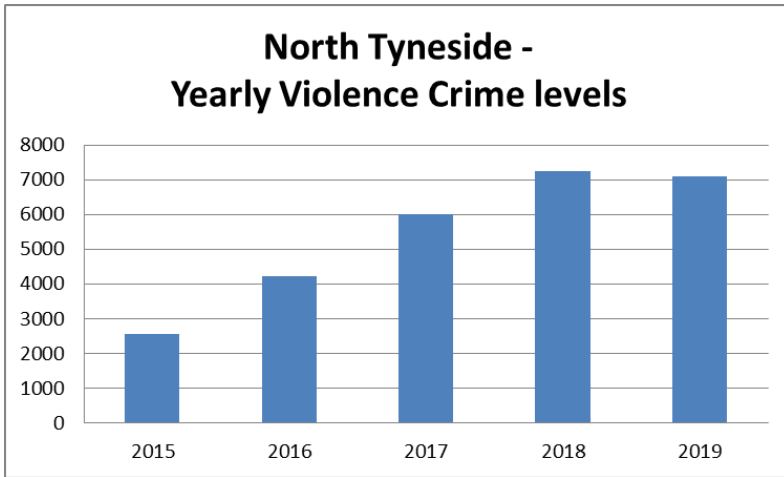
There were only four Alcohol related ASB incidents reported in the Tynemouth Cumulative Impact Area in 2019. This is compared to six in 2018 and 18 recorded in 2017. As such there is limited analysis which can be conducted on four incidents over a 12 month period. It is of note however two of the four incidents have been reported by public houses, refusing to serve people who they considered to be drunk and requested police assistance to remove the individuals from the premises.

### Historic crime levels

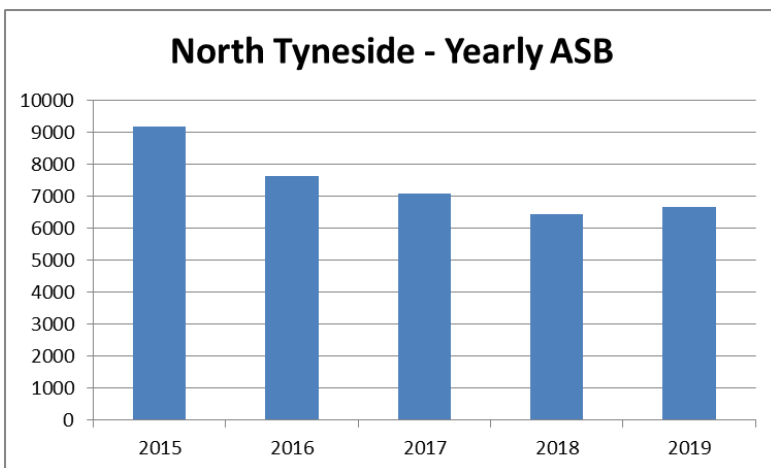
The tables below show the historic crime levels for North Tyneside and for the cumulative impact area of Tynemouth:

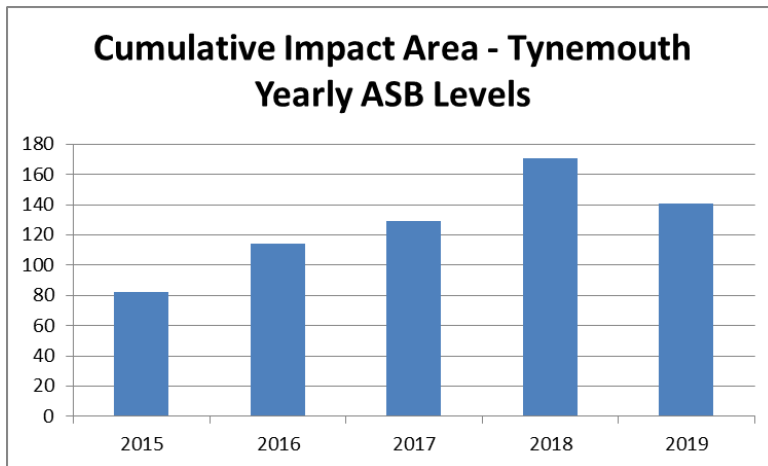


The tables below show the historic violent crime levels for North Tyneside and for the cumulative impact area of Tynemouth:



The tables below show the historic levels of anti-social behaviour within North Tyneside and the proposed Tynemouth Cumulative Impact Area.





### Conclusion

The proposed cumulative impact area in Tynemouth accounts for a small percentage of the geographic area covered by the Tynemouth Policing Sectors. The Crime and Disorder statistics provided show that 1.5% of all crime and 0.6% of all violent crime recorded in Tynemouth in 2019 was in this area. 78% of assaults reported in the proposed Tynemouth cumulative impact area occurred within a time period consistent with the Night Time Economy.

ASB levels do rise towards the weekend, ASB is spread over the course of the days with only four ASB incidents in 2019 with a link to alcohol, two of which were reports by public houses asking for police assistance to eject customers.

### **Local Authority conclusion and intention to publish**

After consideration of this Cumulative Impact Assessment, the Authority remains of the opinion that that the number of premises licences relating to premises that are alcohol led premises in the specified areas of Whitley Bay and Tynemouth, are such that it is likely that granting further licences of this type or varying existing licences of this type would be inconsistent with the Authority's duty to promote the licensing objectives. The granting of this type of licence or the variation of them is likely to add to cumulative impact within these areas and would not be consistent with the Licensing Authority's duty under the Licensing Act 2003.

In accordance with section 5A(8) of the Licensing Act 2003 the Licensing Authority is now consulting on its intention to publish this revised Cumulative Impact Assessment prior to its publication. Comments received during the consultation process will be considered and if appropriate, amendments can be made to this Assessment to provide further clarity or make any corrections that are required.

In publishing a Cumulative Impact Assessment, the Authority is setting out its approach to upholding its duty to promote the licensing objectives set out in section 4 of the Licensing Act 2003. The Authority must have regard to the Assessment when revising its Statement of Licensing Policy.

The Licensing Authority must have regard to its Statement of Licensing Policy and the Guidance issued by the Secretary of State under section 182 of the Licensing Act 2003 when determining applications under the Licensing Act 2003.

The Cumulative Impact Assessment does not change the fundamental way in which licensing decisions are made. The Authority must consider and determine applications based on their merits. If an Applicant can demonstrate through their operating schedule that they would not add to the cumulative impact, then an exception to the Licensing Authority's policy to refuse applications within this area may be made on the basis that the Applicant has rebutted the presumption against granting a premises licence or variation of a licence.

The Cumulative Impact Assessment does not relieve responsible authorities, local residents, or any other person of the need to make representations where they consider it appropriate to do so as part of the licence application process. Anyone making a representation can base it on the information provided in a Cumulative Impact Assessment. It will be the responsibility of anyone making a representation, including a responsible authority, to ensure it can withstand the scrutiny to which it will be subjected to at a hearing.

Applicants for new premises licences or the variation of existing premises licences within the specified areas of Whitley Bay and Tynemouth that are included in the Authority's Statement of Licensing Policy must consider the potential cumulative impact issues when setting out the steps that they will take to promote the licensing objectives. Therefore an applicant wishing to obtain a new premises licence, or seeking to vary an existing licence, is strongly advised to examine the evidence contained in the Cumulative Impact Assessment and to read the Authority's Statement of Licensing Policy before submitting an application.