

scrutiny



**A Report of the:
Community and Adult Services Scrutiny
Committee**

**How to reduce Crime and
Disorder in the Night Time
Economy in a time of austerity**

March 2016



The City and County of Cardiff

CONTENTS

CONTENTS	2
CHAIR'S FOREWORD	3
TERMS OF REFERENCE	4
HEADLINE FINDINGS	5
KEY FINDINGS	6
RECOMMENDATIONS	12
CORE ISSUES	15
BACKGROUND EVIDENCE	17
INQUIRY METHODOLOGY	46
BIBLIOGRAPHY	48
FINANCIAL IMPLICATIONS	49
LEGAL IMPLICATIONS	49
COMMITTEE TERMS OF REFERENCE	50

CHAIR'S FOREWORD

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Councillor Mary McGarry
Chair, Community & Adult Services Scrutiny Committee

TERMS OF REFERENCE

- To take a solution focused approach to identifying how best to reduce crime and disorder in the Night Time Economy (NTE) in Cardiff in a time of reducing public and third sector resources, including:
 - Exploring the role of licensing, Business Improvement Districts (BID), Late Night Levy, taxi marshals, street pastors and Alcohol Treatment Centres:
 - Exploring partnership working and resource allocation associated with managing the Night Time Economy in Cardiff.
- To gather stakeholders views with regard to the above, including statutory partners, city centre business representatives, third sector organisations representatives and relevant Cabinet Members and Cardiff Council officers.
- To explore relevant best practice in external organisations and other local authorities, that is transferable to Cardiff, including the work of the South Wales Police and Crime Commissioner's Violent Crime Reduction team.
- To make evidence based recommendations to improve the reduction of crime and disorder in the Night Time Economy in Cardiff in a time of austerity.

Members of the Task & Finish Group were:

- Councillor Mary McGarry (Chair)
- Councillor Chris Lomax
- Councillor Eleanor Sanders.

HEADLINE FINDINGS

HEADLINE FINDINGS

HF1. Cardiff has a good reputation for effectively managing the Night Time Economy. This relies on an interlocking system of operational mechanisms delivered by statutory partners, the business community, the third sector and voluntary groups. These mechanisms are working, with violent crime and disorder reducing. However, the funding sources for many of these mechanisms are not secure and sustainable, with some under immediate pressure and unlikely to be available going forward.

HF2. There is no specific strategy for managing the Night Time Economy in Cardiff. At the same time, leadership responsibility for the Night Time Economy is spread across three Cabinet Member portfolios, several senior officers and various partnership groups. This has the benefit of being able to mobilise resources across a breadth of services to respond to issues. However, day to day work has tended to focus on land use planning, operational initiatives, dealing with events on the ground and developing a Business Improvement District. This is good work but none of it has focused on developing a framework for securing sustainable resources to manage the Night Time Economy both now and in the future, as Cardiff grows.

HF3. There is a clear need for an urgent conversation to identify and secure sustainable funding for the existing mechanisms, which clearly work. Resource pressures within statutory partners have led to a situation where partners are retreating into their silos, shrinking apart rather than shrinking together. The proposed Cardiff Business Improvement District will work to add to and enhance service provision but will not meet the shortfall in funding for existing services. It cannot be relied upon to ensure the future existence of street pastors and taxi marshals, of the Alcohol Treatment Centre and Operation Mistletoe, all of which are essential to ensuring that Cardiff city centre remains safe during the night time.

KEY FINDINGS

TACKLING ALCOHOL CONSUMPTION

KF1. Alcohol consumption in Cardiff mirrors national trends, in terms of binge drinking and pre-loading. A harm reduction approach is being taken to tackle alcohol consumption. However, health professionals believe more should be done to make it harder to consume alcohol, thereby improving public health and reducing crime and disorder. Members heard that the following examples of actions could be taken: minimum alcohol pricing, reducing alcohol sales and regulating drinking on trains and in taxis on the way into and out of Cardiff.

CRIME AND DISORDER

KF2. A&E attendance figures provide the most accurate overview of trends in violent crime. These show a decrease in violent crime in Cardiff city centre, due to prevention and early intervention mechanisms. However, overall crime has increased and there are regular incidences of Anti-Social Behaviour such as public urination. There are significantly fewer mass disorder incidences than in the past.

KF3. Professor Shepherd, a renowned expert in tackling violent crime and chair of Cardiff's Violence Prevention Group, believes that boredom is a key factor in violence and that there is a need to provide diversions, such as street entertainment, which have been seen to work in Cardiff in reducing violence in the night time economy.

VISION FOR CARDIFF

KF4. Cardiff is aspiring to be a Liveable City with a vibrant and safe Night Time Economy throughout the week and across the city, in neighbourhoods with a strong identity rather than focused solely in the city centre. This Inquiry heard that Cardiff needs to change the demographic of the city centre, to have more mixed venues which attract a wider range of clients.

PARTNERSHIP AND CROSS COUNCIL WORKING

KF5. There are a range of partnership groups in Cardiff involved in operationally managing the Night Time Economy, covering statutory partners, the voluntary sector and businesses. Partnership working is data driven and is used to deploy resources based on intelligence. Historically, partnership working has focused on planning, coordinating and implementing operational initiatives and mechanisms to manage Cardiff's Night Time Economy. Cardiff has a good reputation and track record in this area.

KF6. The Civic Summit held in September 2015 is an example of the ability in Cardiff for a range of partners to come together at short notice to respond to public concerns resulting from a sudden increase in sexual attacks of women at night time in the city centre and to collectively agree a range of operational actions.

KF7. However, there is a lack of leadership and strategic, proactive direction for the Night Time Economy. There is no mention of the Night Time Economy per se in key strategic documents, despite the specific issues flowing from the Night Time Economy and the need for specific solutions to address these issues. The partnership strategy, What Matters, and the Council's Corporate Plan focus on broad outcomes and the aim to be a Liveable City but there is no specific strategy for the Night Time Economy. This has led to a situation where partners are retreating into their silos.

OPERATIONAL MECHANISMS

KF8. Cardiff has a good reputation for effectively managing the Night Time Economy and for pioneering successful approaches and techniques, such as use of A&E data and use of plastic rather than glass. Operational mechanisms used in Cardiff are working, as evidenced by a reduction in violent crime, despite growth in footfall and an increase in events.

KF9. The Inquiry heard evidence about a range of operational mechanisms that complement one another and meet the needs of the Night Time

Economy. Witnesses stressed the importance of having a clean, well-lit environment as this helps to improve behaviours and reduce the opportunity for crime and disorder. Likewise, the visible presence of resources such as street pastors, taxi marshals and police help to prevent crime and disorder; these, coupled with real-time CCTV and radio communications, also enable resources to be targeted effectively at early intervention, preventing the escalation of crimes to more serious and violent crime and disorder.

KF10. The Alcohol Treatment Centre is seen as a highly useful resource helping to manage demand on A&E and support health promotion with those who use the service. More recently, it has also provided a safe space for people identified as potentially vulnerable in the Night Time Economy.

KF11. Members heard from several internal and external witnesses that a key strength of Cardiff's operational working is that it is data driven, which relies on the senior partnership analyst work. The data is used to inform decisions on the deployment of resources.

LICENSING

KF12. The Licensing Act 2003 means that there has to be a presumption to grant a licence unless evidence that doing so will have a negative impact on the licensing objectives set out in the Council's Licensing Statement. The Council revised its Licensing Statement in November 2015, with the aim of establishing more mixed venues rather than vertical drinking establishments.

KF13. Licensing is a key element in effectively managing the Night Time Economy as licensing conditions can be used to address negative impacts and can include conditions not to hold drinking games or 'carnage' events on the premises. Not all licensing applications are brought to Licensing Committee; where no relevant representations are received, licenses are automatically granted by officers, in accordance with the Licensing Act 2003.

KF14. There is recognition amongst statutory partners of the need to work together proactively to share evidence to support objections where it is believed a license would have a negative impact on licensing objectives. This could include meeting before a hearing of the Licensing Committee to 'peer review' evidence to ensure that licensing conditions are strongly worded to remove the negative impacts or to ensure evidence is strong enough to enable the Licensing Committee to refuse an application. It could also include meeting after a hearing to review lessons that need to be learned for future hearings.

RESOURCES

KF15. The status quo is positive, as demonstrated by views expressed regarding the success of existing operational and policy mechanisms. However, the Inquiry heard clear evidence that the status quo is being challenged by pressures on resources caused by cutbacks due to austerity and the increasing and changing nature of demands in the Night Time Economy. There are no specific budget lines for key elements of existing service provision and the status quo has come about through flexible resource use across the statutory, voluntary and business sectors. However, austerity is leading to reduced scope for organisations to be flexible in the use of resources.

KF16. The Night Time Economy is changing, which causes a change in the demand pattern for resources. South Wales Police highlighted that the traditional area of the Night Time Economy is widening and that this causes them concern that there may be subsequent pressures on their resources, in that the resources will be spread more thinly. Other witnesses highlighted that it was anticipated that the creation of a more mixed Night Time Economy would reduce demand pressures.

KF17. The Inquiry heard clear evidence of resource pressures in 2016/17, including:

- a. Possible reduction in Council funding for taxi marshals and Operation Mistletoe;
- b. the potential reduction in South Wales Police funding for Operation Mistletoe;
- c. the lack of secure funding for Street Pastors (on an on-going basis)
- d. the lack of secure funding for the Alcohol Treatment Centre (post 2016/17).

KF18. Some witnesses stated that some of the cutbacks implemented in 2015/16 have affected Night Time Economy service delivery, particularly with regard to CCTV operations and road closures.

KF19. Due to the nature of managing the Night Time Economy, a reduction in any partnership resource has a consequential impact on the other partners managing the Night Time Economy. There is a clear need for an open conversation to be had between the statutory, voluntary and business partners to discuss and agree how to 'shrink together not shrink apart'.

BUSINESS IMPROVEMENT DISTRICT- BID

KF20. Many witnesses saw a BID as a positive development for Cardiff, providing a mechanism to: enhance joint working amongst city centre businesses; enable conversations to take place on the aspirations for the city centre and the management of the Night Time Economy; address a range of issues, including community safety; and strengthening the governance of joint working amongst businesses. A BID could raise approximately £1M to £1.5M per annum.

KF21. The Inquiry heard that a BID will not be used to fund existing services but to add value to these, where businesses voted to do so. Crime and disorder issues are being discussed as part of the BID and the draft business case includes proposals to enhance the taxi marshal and street pastor service as well as street cleansing.

KF22. Many Night Time Economy businesses will be exempt from paying the BID as their rateable value falls below the threshold. However, the draft

business case states that these businesses may take out voluntary membership of the BID and the BID will pay any Late Night Levy.

LATE NIGHT LEVY

KF23. A Late Night Levy raises monies from Night Time Economy businesses which is split 70:30 between the local Police Force and the local authority. The monies have to be spent on dealing with the consequences of the Night Time Economy. It is likely that the local authority element would be needed to meet the administrative burden. A legal agreement could ensure that the monies raised in Cardiff were spent in Cardiff by South Wales Police. A Late Night Levy could raise approximately £200,000 to £250,000 per annum, resulting in a ring-fenced £140,000 to £175,000 to be spent on Night Time Economy crime and disorder issues.

KF24. The Inquiry heard that there was limited support for a Late Night Levy in Cardiff. Concerns were expressed that it would apply across the whole of Cardiff rather than focus solely on the city centre Night Time Economy. A BID was seen by many as preferable, in that it would raise significantly more monies than a Levy and would deal with wider issues.

KF25. However, supporters of a Late Night Levy welcomed the fact that monies were ring-fenced to deal with crime and disorder issues arising from the Night Time Economy. Late Night Levies have worked elsewhere in England and have raised monies that have been spent on creative ways of tackling crime and disorder issues, such as paying for training and supporting student community patrol volunteers. In addition, a Late Night Levy could lead to a reduction in alcohol consumption, with consequential public health benefits and crime and disorder benefits, including a more manageable pattern of closing times.

OTHER RESOURCE MECHANISMS

KF26. The Inquiry found evidence of a number of mechanisms used elsewhere in the U.K. to find resources, not just BIDs or Late Night Levies, but mechanisms to reduce crime and disorder by tackling the root cause of

much Night Time Economy crime and disorder, namely excessive alcohol consumption, as well as manage crime and disorder by using partner resources creatively.

DRAFT

RECOMMENDATIONS

This inquiry was undertaken to investigate how to reduce crime and disorder in the Night Time Economy in a time of austerity. The Inquiry has taken a solution-focused approach and our recommendations demonstrate this; if these are implemented, they will lead to improvements in cross-council and partnership working, identification of resources for existing services; and help to secure sustainable funding for essential existing services both now and in the future. The Inquiry has used the Welsh Government's draft 'Framework for Managing the Night Time Economy in Cardiff' as a guide and resource when setting these recommendations.

Effective communication, coordination and cooperation between all Community Safety agencies

- R1. At a Cabinet Member level, identify a single Night Time Economy champion, to provide strategic and tactical leadership within the Council, covering the range of issues associated with the Night Time Economy including crime and disorder, and ensuring that the Council's legal responsibilities and duties are met.
- R2. Ensure that the Night Time Economy Champion has lead responsibility for the development of the action plan that will be required in response to the Welsh Government's 'Framework for Managing the Night Time Economy in Wales'.
- R3. Task officers to clarify the roles and responsibilities of the various partnership groups and meetings that take place and the relationship between those that take place under the remit of the Cardiff Partnership Board and those that take place under the remit of the Cardiff Business Improvement District, to ensure that strategic and tactical conversations take place at the right level and at the right time and that there is better clarity about joint decision making for all issues relating to Night Time Economy issues.

Identifying Secure and Sustainable Funding

- R4. Task officers to work with existing operational delivery partners across the Night Time Economy to first, prepare an audit of existing resources which are input from a range of partners to meet the costs of managing crime and disorder in the Night Time Economy and secondly, identify those that are not secure, not sustainable, stretched and/ or have recently been reduced.
- R5. Ensure that the Night Time Economy Champion takes the lead in holding an open conversation with all relevant partners on how to 'shrink together not shrink apart', by identifying and agreeing solutions to secure sustainable funding for the essential mechanisms that work in Cardiff, including: taxi marshals, street pastors, the Alcohol Treatment Centre and Operation Mistletoe.
- R6. As part of identifying and securing sustainable funding for the essential mechanisms that work in Cardiff, task officers to implement a Late Night Levy, with a legal agreement between Cardiff Council and the South Wales Police and Crime Commissioner to make it transparent that the monies raised by the Levy will be spent in Cardiff on tackling Night Time Economy crime and disorder issues.

Working with Cardiff BID

- R7. Task officers to ensure that all relevant sections of the Council involved in managing the Night Time Economy are involved in the conversations to develop and implement the Cardiff Business Improvement District.
- R8. Continue to have strong and constructive conversations with the Cardiff Business Improvement District working group to ensure Night Time Economy issues are kept on the table so that proposals to add to and enhance service provision to tackle these issues appear in the final business case.
- R9. Clearly acknowledge that the Cardiff Business Improvement District will not pay for existing Night Time Economy services, including those to tackle crime and disorder.

Tackle Alcohol Consumption

- R10. Task officers to work with British Transport Police and taxi forums to develop and implement mechanisms to regulate drinking on trains and in taxis on the way into and out of Cardiff city centre.
- R11. Task officers to work to support and encourage late night street entertainments as a way of addressing the boredom which can lead to crime and disorder in the Night Time Economy.

Make effective use of Licensing Powers

- R12. Task officers to set out an awareness raising campaign to inform Members and partners about the Licensing Act 2003 and the limitations these place on the licensing function of Cardiff Council.
- R13. Task officers to put in place a robust system to enable statutory partners to work together at an early stage to support objections where it is believed a license would have a negative impact on the Council's licensing objectives.
- R14. Task officers to ensure Licensing Committee Members are informed that licensing conditions can be used to ensure premises do not hold drinking games or 'carnage' events.
- R15. Task officers to ensure that high profile joint enforcement visits are undertaken between licensing authorities, Environmental Health, Fire Service and Trading Standards to check door supervisors, health and safety, fire prevention, noise nuisance controls and compliance with licensing conditions.

The Community & Adult Services Scrutiny Committee invites the Cabinet to accept the above recommendations and in their response, detail the work to be undertaken for those recommendations that are accepted and, if any recommendations are rejected, the reasons for this.

CORE ISSUES

1. The crux of this Inquiry is the unsettled picture of resources for managing the Night Time Economy in Cardiff and the impact that further cutbacks caused by austerity could have on the effectiveness of this process. The Inquiry has heard clear evidence that the status quo is positive, as demonstrated by views expressed re operational and policy mechanisms, detailed further on in this report, and by the reduction in violent crime and disorder in Cardiff city centre. However, the status quo has come about through flexible resource use which is no longer viable due to austerity cutbacks.
2. Members heard that the successful partnership approach taken historically in Cardiff is under threat because of austerity, with partners retreating into their own silos rather than working together collectively to design solutions. Members heard from several witnesses that the reduction in resources by any one actor will increase the pressures on all the other actors involved in Cardiff's Night Time Economy management. For example, a reduction in the local authority contributions increases the need for extra police resources and increases pressure on other agencies involved in Night Time Economy management. Likewise, if the Alcohol Treatment Centre was no longer available, pressures would increase consequentially on A&E, the Police, Street Pastors etc. Members also heard witnesses raise concerns about the unintended consequence of cuts, which could lead to declining behaviours and an increase in violent crime.
3. At the same time, Members heard that pressure on resources is increasing, with growing and changing demand in Cardiff's Night Time Economy. The overall footfall has increased, the number of events has increased and these are causing increased resource pressures. In addition, Members heard concerns expressed that the area of the Night Time Economy is widening with the Bierkeller, Tramshed and other venues outside the traditional Night Time Economy zone. South Wales Police

expressed their concerns that this causes pressures on their resources, as they have the same number of officers to cover a wider geographical area.

4. Currently there is excellent operational working, with evident goodwill amongst those that work together to deliver Night Time Economy management week in, week out. What is lacking is a strategic approach that joins up decision making about the way forward and plans for secure and sustainable resource provision. Whilst conversations are taking place about a Business Improvement District and Late Night Levy, these on their own are not sufficient to meet the resource needs. Meanwhile, partner organisations are proposing cutbacks in isolation from an overall plan.
5. Members recognise that there has to be constructive conversations between all partners about how to deal with the cutbacks in a collective way, to enable provision to shrink together not shrink apart, and to enable Cardiff to continue to benefit from a safe Night Time Economy. Members heard time and again of the need for long term sustainable resource funding and the need to be open about the cuts partners are facing and the consequences of these cuts.

BACKGROUND EVIDENCE

TACKLING ALCOHOL CONSUMPTION

6. The Inquiry heard that alcohol consumption in Cardiff is a big problem, albeit that it mirrors national trends, in terms of binge drinking and pre-loading. At a population level, data shows that 43% of Cardiff's adults drink more than the recommended amount of alcohol twice per week and 26% of Cardiff's adults binge drink every week.

Alcohol Consumption

2013-2014 - 43% of Cardiff's adults reported drinking above guidelines¹ on at least one day in the past week. This was above the equivalent figure for Wales of 41%, but had fallen from 44% for 2012-2013 (source: Welsh Health Survey).

2009-2012 - Welsh Health Surveys combined breakdown of alcohol consumption by age group, showing the proportion consuming alcohol above the guideline levels in Cardiff:

16-44 - 48%

45-64 - 51%

65+ - 25%

The comparative figures for Wales were 48%, 50% and 25% respectively.

Binge Drinking

2013-2014 - 26% of adults in Cardiff had reported binge drinking² on at least one day in the past week. This was down from 27% in the previous survey and compared to 25% for the whole of Wales (source: Welsh Health Survey).

2009-2012 - Welsh Health Surveys combined breakdown re binge drinking in Cardiff by age group:

16-44 - 33%

45-64 - 30%

65+ - 10%

These compared to 34%, 29% and 10% for Wales respectively.

7. The Inquiry heard from Cardiff and Vale University Health Board that pre-loading is a huge issue and leads to people being brought directly to the Alcohol Treatment Centre³ by taxi, without having been into the Night Time Economy.

¹ Guidelines means men drinking more than 4 units a day and women drinking more than 3 units.

² Binge drinking means men drinking more than 8 units a day and women drinking more than 6 units. Figures are based on all adults (drinkers and non-drinkers)

8. The Inquiry heard little evidence of drug misuse in Cardiff although the Cardiff Licensee Forum highlighted that drug use is an increasing problem and a bad combination when mixed with alcohol as it leads to some of the worst violence licensees have to deal with.
9. A harm reduction approach is being taken to tackling alcohol consumption⁴, with education and awareness raising campaigns in schools, youth groups, universities, via all health professionals and via licensed premises, including the Millennium Stadium. Cardiff universities are actively participating in tackling excessive alcohol consumption.

Cardiff & Vale University Health Board – Tackling Alcohol Consumption:

- Working with the University to tackle the ‘Carnage’ concept, marketed at students. The University now requires students to sign a contract which means they can be sent down from university if they participate in these types of activities.
- Working with Student Union venues resulting in venues now having water on supply.
- Local campaigns with Millennium Stadium re public health messages.
- Targeted working on +55year group - local research has produced evidence of widespread problematic and harmful consumption levels of alcohol across this age band, which need to be addressed.
- Targeted work re younger people – building links with youth groups.
- Work with Professor Shepherd and A&E to get richer data regarding alcohol consumption.
- Alcohol Treatment Centre – provides direct response to issues in NTE, source of data and enables health promotion for example via wristbands which are given to patients.
- Drop in services in Riverside and street based work.
- Using ‘Making Every Contact Count’ campaign to ensure basic messaging on health given to all who are in contact with health professionals.
- Factual conversations with all parties involved – pubs, clubs, licensees, and partners – there is a willingness to work together, to build relationships and to deal with the issues.
- Education and awareness raising in schools - seems to be working as there are different attitudes emerging, with zero tolerance for drink driving and less tolerance for binge drinking.

10. Health professionals told Members that they are interested in exploring other ways of reducing alcohol consumption by:

³ Set up in the city centre to provide treatment directly and ameliorate pressures on A&E services

⁴ ‘Cardiff & Vale Health and Wellbeing Board’ - work stream for ‘Reducing damaging alcohol consumption’.

- Reducing alcohol sales, for example via minimum alcohol pricing, and/ or reducing the number of premises selling alcohol and/or reducing hours able to buy alcohol;
- Regulating drinking on the way into and out of Cardiff, on trains and in taxis, as this would reduce pre-loading and would reduce the amount of glass and bottles brought into the city centre.

11. With regard to minimum alcohol pricing, Members heard from the Director for Public Health that there is solid evidence that raising alcohol price affects patterns of alcohol consumption and so work is needed on persuading and influencing on this matter in relation to the Public Health (Wales) Bill going through at the moment.

12. The Inquiry heard clear evidence that the South Wales Police and Crime Commissioner's campaign 'Know the Score' worked to reduce alcohol consumption by raising awareness of the law with regard to serving people who are drunk or buying alcohol for people who are drunk . Members received the evaluation of the scheme, undertaken by Liverpool John Moores University, and heard clear support from many of the internal and external witnesses, including Cardiff and Vale University Health Board, Cardiff Licensee Forum and Professor Shepherd. The next iteration of the scheme is 'Drink Less: Enjoy more' which ran over the Christmas period 2015/16 and for the Rugby Six Nations 2016.



CRIME AND DISORDER

13. The Inquiry heard that changes to the way crimes are recorded over time means that it can be difficult to find a way to accurately identify trends over time. Cardiff has pioneered the usage of A&E attendance data to track trends in violent crime. This is because victims of violent crime will have to attend A&E for treatment and therefore attendance figures provide an accurate overview of trends. This approach is now cited as good practice by Welsh and UK Governments.
14. Overall, there are higher rates of anti-social behaviour and criminal offences in the city centre than is found across other wards in Cardiff, particularly at the peak times for the Night Time Economy (Friday and Saturday night into Sunday morning). Overall crime in the city centre has increased with rises in robberies, hate crime and mobile phone theft.
15. However, A&E attendances as a result of violent crime⁵ in the city centre show a year on year decrease, from 80 per week in 2002 to 25 per week in 2015. As well as a decrease in overall numbers, there is also a decrease in the severity of the violence. Both of these are believed to be the result of the Police intervening earlier and preventing escalation into more serious violent crime. Operational mechanisms such as replacing glass with plastic and using CCTV and radio communications to enable more proactive policing have been instrumental in achieving the reduction.

South Wales Police

- serious assaults have reduced and this is seen as a direct result of the Cardiff After Dark initiative which has increased overall resource levels and has improved use of intelligence to deploy resources effectively
- less glass assaults – due to use of plastic during events
- less mass disorder – due to policing tactics used
- Increase in phone theft, due to increase in numbers of phones and people needing to report loss to qualify for insurance
- Increase in hate incidents, including abusive comments directed at NTE staff
- Increase in robberies
- Change in location of incidents – as more of city centre is covered by CCTV, incidences shift to areas where there is no CCTV (such as some car parks)

16. The Inquiry heard that, in 2014/15 there were a total of 2,352 incidents of anti - social behaviour within the City Centre, such as public urination, with

⁵ *Violent crime includes public order offences, common assault and assault with injury*

Street Pastors recording 870 incidences of public urination last year and almost 4,000 discarded bottles and glasses, which are potential weapons.

17. The latest data for Operation Mistletoe over the Christmas period 2015/16 shows that, whilst footfall in the city centre increased by 1 million compared to a normal month, there was no significant increases in reported violent crime with injury.

Key Operation Mistletoe Statistics 2015/16

Footfall for the month of December in the City Centre was 4.1 million.

Between 20.00hrs - 04.00am - footfall was measured at 750,000.

There were no significant increases in reported violent crime with injury. Figures are as follows:

Oct – 70 Violent Crimes.

Nov – 71 Violent Crimes.

Dec – 74 Violent Crimes (52.7% detections).

1st December 2015-3rd January 2016- Total 6 GBH assaults- reduction of 25% on last year, when there were 8 GBH assaults.

1st December 2015- 3rd January 2016 – 1456 calls in City Centre, 631 recorded crimes - decrease of 143 occurrences compared to last year.

Bleak Friday 18th December 2015

24 crimes - increase of 2 compared to last year.

New Year's Eve -

24 crimes - increase of 1 compared to last year.

Alcohol Treatment Centre

145 patients seen throughout December

'Bleak' Friday - assessed 17 patients

New Year's Eve - assessed 29 patients

18. Professor Shepherd highlighted to the Inquiry that, in his experience, boredom is a key factor in violence and that there is a consequent need to

provide diversions, such as street entertainment (buskers) as these could have a positive impact by preventing boredom, reducing friction and tension and allowing the Police to monitor drunk people more easily.

VISION FOR CARDIFF

19. The Vision for Cardiff set out in the Corporate Plan 2015-17 is for Cardiff *'to be Europe's most liveable Capital City'*. In terms of this Inquiry, the Council's vision builds on the following Integrated Partnership Strategy, What Matters 2010-2020, shared outcomes: Cardiff has a Thriving and Prosperous Economy; People in Cardiff are Safe and Feel Safe; and People in Cardiff are Healthy.

20. The Inquiry heard from Councillor Bale, Leader of Cardiff Council, that Cardiff is aspiring to be a Liveable City with a vibrant and safe Night Time Economy throughout the week and across the city, in neighbourhoods with a strong identity rather than focused solely in the city centre. The aim is to establish more mixed venues, such as family venues, restaurants and different cultural offers rather than more vertical drinking establishments.

21. The Local Development Plan assists in the delivery of this vision by setting out the aim of diversifying the city centre, both in terms of economic potential and as a place to visit and live, with the Cardiff Central Enterprise Zone and Central Square cited as key developments to enable this:

'To maximise the economic potential of the city centre of Cardiff as a major financial and service sector opportunity that builds upon its position next to a transport hub of national and regional significance and is readily accessible from all areas within the city and well connected to other UK cities.'

*'To maintain and enhance the vitality, attractiveness and viability of the city centre as a major retail and cultural destination and as a place to work, visit and live.'*⁶

22. The Council's Licensing Statement is another key mechanism to achieve a more diverse city centre, as it sets out the licensing objectives that the

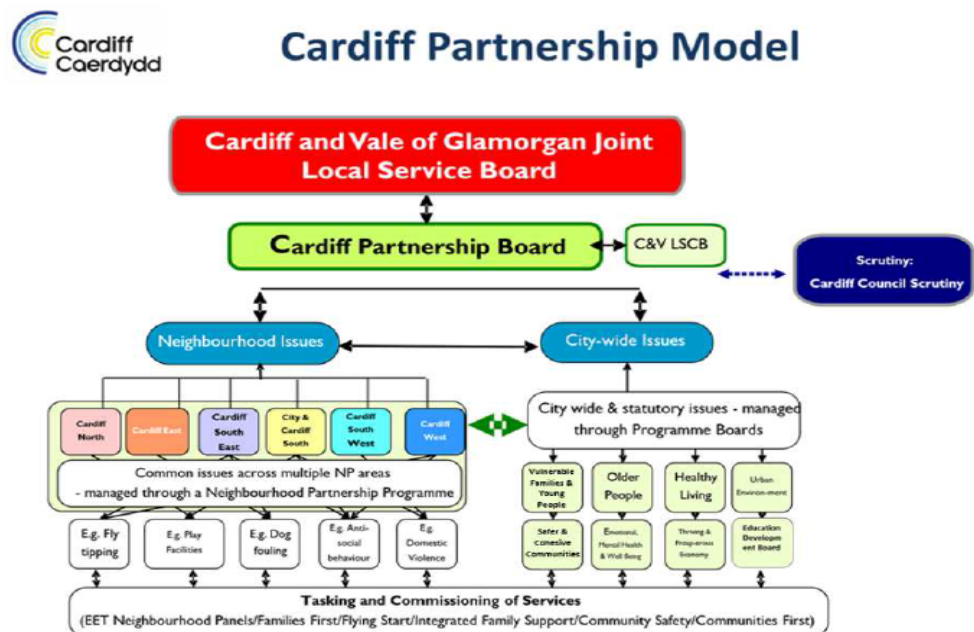
⁶ Quotes taken from Cardiff Local Development Plan 2006-2026

Council wishes to achieve. Cardiff Council's Licensing Statement was revised in November 2015 to encourage and promote mixed venues.

23. The Inquiry heard that Economic Development is helping to drive the creation of a more mixed Night Time Economy, with more family venues, restaurants and entertainments appealing to a wider range of clients, which in turn helps to attract more inward investment into Cardiff.

PARTNERSHIP WORKING

24. The Inquiry heard that Cardiff has a good reputation and track record for effective partnership working to operationally manage the Night Time Economy. There is, and has been for several years, a system of multi-agency partnership working, with a range of groups to enable this. The statutory partner groups feed up through the Local Service Board structure, known as the Cardiff Partnership Board.



October 2015

25. The *What Matters* Partnership Strategy is implemented via a series of Programmes, with the 'Safer and Cohesive Communities Programme' covering the work underway with regards to the Night Time Economy. This work includes planning, operational, coordination and implementation work

and is data driven, with resources deployed based on intelligence. There is across the board recognition that this is a key strength to Cardiff's partnership working, which relies on the senior partnership analyst's work of collating data from a range of sources and using these to identify hot spots and trends.

26. There are also business partner groups, including the Business Improvement District task group, Business Crime Reduction Partnership, Cardiff Taxi Forum and the Cardiff Licensee Forum. Whilst these groups have separate aims and objectives, their overlapping memberships help build knowledge and relationships. The Business Crime Reduction Partnership has recently appointed a new manager; several witnesses highlighted that there was an opportunity for this manager to strengthen working on tackling crime and disorder in the city centre. Members heard from Councillor Bale, Leader of Cardiff Council, that *'Cardiff Council plays its part by supporting businesses in the development of the BID. This is a key part of being a cooperative council – enabling and supporting those affected to develop solutions that they want.'*
27. The Inquiry heard clear evidence that there is widespread recognition of the benefits of partnership working, in terms of understanding issues, finding solutions and utilising resources effectively. Members heard that partnership working has helped to increase the level of available resources and use of resources and led to initiatives which otherwise would not have happened e.g. Professor Shepherd's initiatives to use plastic rather than glass, to record and share A&E admissions data in a way that provides useful intelligence etc. South Wales Police highlighted that partnership resources support the work of the Police by enabling the Police to focus on its core role and helping Police to focus their activities. The representative from Cardiff Street Pastors highlighted that the *'partnership approach is vital to making the difference – we all play a part and so it is hard to distinguish one partner from another in determining how improved safety in Cardiff'*.

28. The Corporate Plan 2015-17 reflects *What Matters* and includes the following outcomes: Cardiff has a Prosperous Economy; People in Cardiff are Safe and Feel Safe; and People in Cardiff are Healthy. There are no specific actions relating the Night Time Economy in the Corporate Plan 2015-17. Of the Directorate Delivery Plans, that sit beneath the Corporate Plan and set out how the Corporate Plan will be delivered, the Economic Development Directorate Plan contains one action relating to the Night Time Economy, namely: 'Progress proposals for a city centre Business Improvement District'.
29. The Inquiry heard that managing the Night Time Economy cuts across several Cabinet portfolios and Directorates due to the breadth and depth of services required. With regard to crime and disorder, this includes: Cllr Bale, Cllr Bradbury and Cllr De'Ath. Councillor De'Ath reassured the Inquiry that, as three Cabinet Members have responsibility for areas to do with the Night Time Economy, all three of them discuss the issues and then take them to the whole of Cabinet for a discussion and to agree a Cabinet view of issues which are cross-portfolio.
30. At an officer level, work to manage the Night Time Economy falls mainly into the Economic Development Directorate, Shared Regulatory Services and Resources, where officers with responsibility for Community Safety are based. Members heard from the Economic Development Director that quarterly meetings are held with the Chief Executive and relevant Directors, along with their equivalents from Health and the Police to discuss fundamental issues and ensure a regular dialogue with public sector partners.
31. The Inquiry was able to see evidence of the effectiveness of existing cross council working and partnership working in responding operationally to issues arising, by looking at the Civic Summit held in September 2015, following three sex assaults in the city centre. Representatives from Cardiff Council, South Wales Police, Cardiff Universities, public services and night time economy businesses met to review work to keep people safe on a

night out and ask what more could be done. Members heard that a number of key actions resulted, as set out below.

Key Actions from Civic Summit

- Expansion of student bus coverage
- Street Pastors every night for 10 days following attacks
- Taxis 'credit cards'
- Taxis mystery shoppers
- Expansion of Alcohol Treatment Centre safe zone
- Greater engagement with universities and partners involved in managing Night Time Economy.
- The radio issues were resolved
- Increased awareness of universities resources for students
- Increased awareness of PCC vulnerability training
- More door staff receiving PCC vulnerability training.

ISSUES IDENTIFIED WITH PARTNERSHIP AND CROSS COUNCIL WORKING

32. Members were struck by the lack of mention of the Night Time Economy per se in key strategic documents. Without prompting, most witnesses identified the value of the Night Time Economy to Cardiff, both in terms of jobs, income generation and attracting inward investment as well as increasing the cultural offer of Cardiff and boosting our reputation as a safe place to enjoy oneself. At the same time it is clear that there are specific issues flowing from the Night Time Economy and the need for specific solutions to address these issues. The effective management of the Night Time Economy is therefore not only a matter of concern for local residents and those involved in the Night Time Economy from a community and social well-being perspective but also for the overall economic well-being of Cardiff.

33. Despite this, Members could find no evidence of a strategic, proactive approach to drive the effective management of the Night Time Economy. There is effective operational management, to respond to specific events and to respond to emerging issues, as the Civic Summit demonstrates. Much of this rests on the good work undertaken several years ago to

establish Cardiff After Dark, Operation Mistletoe and the Violence Prevention Group. It seems to Members that much of the success of the current arrangements relies on the goodwill of hard working officers and volunteers across the statutory, business and voluntary sectors, a group of key individuals who use their experience to ensure that events are planned for and managed.

34. Members believe that the lack of a strategic, proactive approach has resulted in the situation now facing partners, of resources being salami sliced without an overall framework for reduction. Whilst the partnership strategy, What Matters, and the Council's Corporate Plan focus on broad outcomes and the aim to be a Liveable City, there is no strategy or action plan for the Night Time Economy. There are a plethora of groups and meetings that take place, but no mechanism that pulls all the strands together and no joining up of resource planning. In this landscape, it is easy to see how the situation has arisen whereby individual partners can put forward savings proposals which have a profound impact on other partners and on the overall ability to effectively manage the Night Time Economy.
35. Members were also concerned that there was a lack of read-across between the groups working under the What Matters 'Safer and Cohesive Communities' Programme and the more recent work to develop and establish a Business Improvement District in Cardiff. Whilst all witnesses were aware of the BID, this did not work in reverse as not all witnesses were aware of the Council's community safety responsibilities and duties. It seemed to Members that, in terms of planning for the future, the BID work had taken over somewhat from the Safer and Cohesive Communities Programme work, to the detriment of planning to ensure sustainable and secure resources are available to manage the Night Time Economy.
36. During the life of this Inquiry, the Welsh Government issued a consultation paper on 'A Framework for Managing the Night Time Economy in Wales'. Tellingly, Cardiff Council did not submit a response to this consultation. When Members enquired as to the reason for this, the response from each area involved in managing the Night Time Economy was that they thought

another section was responding. No one had taken the lead to check this or to ensure that a response was coordinated and delivered. Indeed, Members had the distinct impression that several senior witnesses were only aware of the consultation document once the Inquiry had brought it to their attention.

OPERATIONAL MECHANISMS

37. The Inquiry heard evidence of a range of operational mechanisms in place in Cardiff that assist in the effective management of the Night Time Economy. These include: Cardiff After Dark, which brings together Council resources, (such as street cleansing, road closures, taxi marshals, events and city centre management), with South Wales Police and Health resources alongside third sector partners; Operational Mistletoe which runs throughout the Christmas period and is an enhanced version of Cardiff After Dark; and operations held at specific times of the year, such as Hallowe'en, which is now the second busiest time of year for the Night Time Economy in Cardiff, after Christmas and New Year.

Operation Mistletoe

(Extract taken from What Matters Annual Review 2014/15)

Operation Mistletoe is a renowned annual initiative that brings together organisations including the Council, Police, Health authorities and Third Sector to respond to issues caused by increased numbers of shoppers and partygoers in the city centre over the festive period.

How Much Did We Do?

- Emergency triage facilities for those affected by alcohol.
- Additional street cleansing efforts.
- Extended Taxi marshalling.
- Additional litter bins and toilet facilities.
- Increased Street Pastor presence providing sandals and bottled water.

Is Anyone Better Off?

- 200 people were assisted by street pastors and used triage resources. Violence and injuries were minimised through early intervention. Use of plastic vessels reduced number of violent incidents.
- Compared to the previous year there was a 55% reduction in violent crimes on Black Saturday, alongside a 39% reduction in criminal occurrences overall .
- There was an 18% reduction in Public Order offences over the festive period, from 48 in 2013 to 39 in 2014.
- Reported ASB decreased by 33%, from 223 in 2013 to 149 in 2014
- Cardiff's reputation as safe city to celebrate came out enhanced

38. South Wales Police highlighted that Operation Mistletoe works to prevent crime and disorder by increasing the amount of officers on duty, resulting in high visibility and resources to enable early intervention. This high visibility included an extra 6 Police Officers per day patrolling between the hours of 11am – 2am throughout December. On Bleak Friday, 70 officers worked in the City Centre - 35 of these were on cancelled rest days. On the following day 49 officer worked in the City Centre, of whom 35 were on cancelled rest days.

39. As well as the increased police presence, South Wales Police highlighted that the following elements helped make Operation Mistletoe 2015/16 a success:

- Licensing Officers visiting Licenced Premises throughout December;
- The promotion of the 'Know the score campaign', with staff actively visiting licensed premises;
- Early intervention from Security Industry Authority staff with use of Evidential Breath Devices and the wearing of Body Worn Cameras;
- Vulnerability Training for Security Industry Authority staff.

40. There are a number of resources available that are utilised during the above initiatives, including the following:

Resources Available to manage Cardiff's Night Time Economy

- South Wales Police
- Taxi Marshals
- Street Pastors
- Alcohol Treatment Centre
- Radio Communications
- Disc Database
- Real time CCTV
- Door and Security Staff at Licensed Premises
- Extra Street Cleansing

41. Members heard that Cardiff has a good reputation for effectively managing the Night Time Economy and for pioneering successful

approaches and techniques, such as the use of plastic rather than glass. South Wales Police and the Cardiff Licensee Forum both explained that, because Cardiff is seen as effective at managing the Night Time Economy, major chains are willing to trial operational mechanisms in Cardiff to see how they could best be rolled out elsewhere.

42. The Inquiry heard that operational mechanisms used in Cardiff are working, as evidenced by the reduction in violent crime, despite the growth in footfall and increase in events. Members heard that operational mechanisms work together – having a clean, well-lit environment helps to improve behaviours, as does having visible presence of street pastors, taxi marshals and police and support resources such as ATC, CCTV and radio net. Operational mechanisms are cost effective – prevention is less costly than dealing with incidents.

Taxi Marshals

43. With regard to Taxi Marshals, Members heard across the board recognition and support for the work of taxi marshals and consequent road closures.

Support for Taxi Marshals

'Taxi Marshals - help to ensure fewer problems at taxi ranks'

'Taxi marshals – really help and act as ambassadors – capable guardians re taxi queues, so cost money but the benefit is worth it'

'Taxi marshals – absolutely critical – have done street pastor nights when no taxi marshals and roads therefore not closed – absolutely hideous and dangerous beyond belief - drunks and cars do not mix. There would be no queuing system without taxi marshals – there would be U-turns all the time and people parking where they wanted to.'

'Taxi marshals – most positive influence - do a fantastic job and get involved physically when there are no Police or Police just on their way.'

44. The Inquiry took place at the time of consultation on possible budget savings for 2016/17. The consultation literature included proposed savings

from the Council withdrawing £122,000 funding for the taxi marshal service and the service being funded by non-Council sources of funding. Members sought assurance that the taxi marshal service would not be cut and Council funding would not cease until alternative sources of funding were secured, so that the existing level of taxi marshal service could be maintained in 2016/17. Members received an absolute commitment that the Council would continue to meet the costs of the existing level of taxi marshal service, (with the same number of staff covering the current number of hours on the current agreed days and events) if alternative sources of funding cannot be found. Members note that these alternative sources of funding potentially include the Business Improvement District, a Late Night Levy and sponsorship, all of which are being explored.

Street Pastors

45. The Inquiry heard that Cardiff Street Pastors started in 2008 to help deal with alcohol related violence; pastors would move from one incident to another, to help stop them escalating, by encouraging bystanders not to get involved in incident. Over the last seven years street pastors have built up good partnerships across the Night Time Economy, with businesses, taxi marshals, door staff etc. Now, the role focuses more on looking out for people who are vulnerable and helping to promote Cardiff as a safe place to come.
46. The Inquiry heard across the board support for the work of the Street Pastors, as set out below:

Support for Street Pastors

'Street Pastors help to reduce burden on statutory provision'

'Street Pastors are critical – we know what the NTE was like before they were in place and can see that they are needed to manage the NTE'

'Street Pastors – are capable guardians for the vulnerable and help to dissipate tensions, are cost effective because volunteers so virtually no cost to the tax payer. Their shift reports provide useful picture of problems we face.'

'Street Pastors – vital role identifying vulnerable people who can then be helped by ATC or by Police'

47. Members heard that the Street Pastors service has no long term financial stability – if the money runs out, the service will cease and it will be hard to start up again as people involved will have moved on to volunteer on other schemes they can help with and the trust will have gone. Members heard that there is a need for more than one funding source to decrease the service’s vulnerability to cutbacks; preferably there would be a patchwork of funding across partners – Police, Health, Council etc. – supplemented by the fundraising that already takes place with pubs and clubs such as the Christmas Dinner. Without this, there are real concerns about the long term viability of the street pastor service.

Alcohol Treatment Centre

48. Members heard that the Alcohol Treatment Centre (ATC) is seen as a useful resource helping to manage demand on A&E, support health promotion and provide a safe space for people identified as vulnerable.

49. The ATC⁷ is a unique nurse led centre working with partners from across Cardiff and the Vale to address alcohol related injury and disorder in the City Centre of Cardiff on a Friday and Saturday night and other nights identified by partners as potentially busy for A&E and Police via Night Time Economy coordinators. It is funded by the Welsh Government’s Regional Collaboration Fund.

50. The Inquiry heard widespread support for the ATC which is seen to have made the following differences:

Key Benefits of ATC

⁷ Information taken from Cardiff and Vale of Glamorgan Region - Regional Collaboration Programme Board -End of 2014/15 Project Report

- Police staff able to remain in city centre, without transporting clients to UHW for A&E - increased police presence provides public reassurance and calms tension.
- Ambulance staff reduced hand over times, freeing up resources
- Street pastors resource freed up as patients can be transferred to ATC
- Staff in the Emergency Unit have reported how much the improved atmosphere in the Emergency Unit has benefited their working environment and made the unit a less stressful place to work.

Radio Communications and Disc Database

51. The Inquiry heard that radio communication enables early intervention to resolve problems before they escalate and that the disc database enables sharing of information of known criminals to help prevent and tackle business crime. Cardiff Business Safe explained that they have over 200 radios attached to their network and the CCTV control room, which provides an invaluable mechanism in fight re crime and terrorism. Cardiff Business Safe highlighted the following:

Cardiff Business Safe Radio Net

- All security staff with radios are trained in how to use them and how to share information and spot issues.
- Organisations pay subscription for radios and disc database – this provides monies to pay off loan, subsidise free radios for services such as Street Pastors, and pay for other initiatives such as the new Business Crime Reduction Partnership manager.
- Currently, in the NTE, the following use Radio Net: most pubs/ clubs, the Alcohol Treatment Centre, Street Pastors, Ambulance, Probation, Youth Offending Team, some council areas such as Taxi Marshals and the CCTV control room.
- Currently, in Day Time Economy, also used by St John's Ambulance medics, store detectives, security staff, fast food outlets, and store control rooms such as John Lewis, M&S, TKMaxx etc.
- Hoping that British Transport Police will shortly join and share information on identified travelling offenders travelling to Cardiff
- CBS provides pro bono radios to NTE welfare workers, including Alcohol Treatment Centre, and Street Pastors; this is a key NTE resource provided free by Radio Net.

52. The Inquiry heard that radio communications is similar to real time CCTV is that it enables interventions to be made at an early stage before a situation deteriorates into serious assault.

Real Time CCTV

53. Members heard that real time CCTV is a key tool to manage the Night Time Economy effectively as it allows targeted interventions to prevent problems escalating:

‘CCTV is the jewel in the crown of community safety in Cardiff – it is one of best mechanisms as 365days / 24 hours and good coverage across Cardiff city centre – enables early alert to Police to get to incidents before they escalate to violence. They do not work as a deterrent as people are too drunk to notice but they do act by spotting trouble early on and allowing this to be dissipated. Research shows that cities with CCTV have significantly lower A&E violence rates. Essential that we keep the CCTV as it currently is – same levels and same staffing, so that can respond in real time – research by the Violence Research Group (Cardiff University) evaluated CCTV usage and found evidence that it gets police officers to incidents earlier and more frequently than is the case without CCTV. CCTV staff can direct police on the ground.... Important lesson from the sexual attacks in September is the importance of CCTV in real time – some cities only have CCTV that records – not much use in stopping attacks.’

Professor John Shepherd, Chair, Cardiff Violence Prevention Group

54. Members heard concerns from several witnesses about the consequence of previous year’s cuts in CCTV leading to staff operating the system who were either unfamiliar with the CCTV and/or the city centre street layout. This had caused problems when seeking CCTV coverage or seeking instructions of where to direct resources.

Door and Security Staff

55. Members heard that door and security staff in Cardiff’s Night Time Economy contribute to the effective management of the Night Time Economy:

Door and Security Staff

- **South Wales Police** - supporting work by ensuring door and bar staff are properly registered, trained and contribute , for example via radio communications and by stepping in to assist appropriately ... Some pubs and clubs now use bodycams e.g. Weatherspoons piloted this in Cardiff and have now rolled it out across their chain as they led to a reduction in violence.
- **Cardiff Licensee Forum** - door staff and security staff – they are properly trained and have ID – their role is not just on the door but inside, for example near toilets, so can spot those using drugs and shepherd them out without causing commotion in the premises.

Street Cleansing

56. The Inquiry heard that effective street cleansing is needed to remove potential weapons, such as bottles and broken glass. Councillor De'Ath highlighted the important role street cleansing teams play, with the figures showing that from 1 September- 30 October 2015 there were 635 empty bottles and glasses left on the street in Cardiff's city centre.

57. Witnesses from the Park Plaza, in Greyfriars Road, highlighted that there is a need to think about how street cleansing teams are deployed, as *'after the Ireland v France rugby match, Greyfriars Road was not cleaned early enough – they focused on St Mary's Street first but didn't clean Greyfriars Road till later on in the morning. This meant we had guests leaving in all the rubbish.'*

LICENSING

58. The Licensing Act 2003 means that there has to be a presumption to grant a licence unless there is evidence that doing so will have a negative impact on the licensing objectives, as set out in the Council's Licensing Statement. Cardiff Council's Licensing Statement was revised November 2015 and sets out that Cardiff Council is aiming to establish more mixed venues rather than vertical drinking establishments.

59. If no relevant representations are received, a licence is automatically granted, by officers, without application going to Committee. The Local Authority cannot set a target to reduce the number of licensed premises in the City as this is not allowed under the Licensing Act 2003 but it can use Licensing to improve the standards of public protection in licensed premises, via licensing conditions.
60. Licence conditions take 3 forms – those which are mandatory and therefore set out in legislation (such as door staff qualifications), those that are proposed by the applicant, and those that are imposed following relevant representations. Often, applicants speak to Police and Licensing officers prior to submitting an application and so have already included conditions in their proposals and therefore there are no reasons to impose conditions as the applicant's operating schedule covers all that is required. Members heard that it is possible to use licensing conditions to require premises not to hold 'carnage' events or drinking games.
61. Members heard that effective licensing is a key tool in managing the Night Time Economy. There is recognition amongst statutory partners of the need to proactively use licensing to encourage a more mixed Night Time Economy and of the need to work together to share evidence to support objections where partners believe a licence would have a negative impact on licensing objectives. There is an opportunity for Police, Public Health and Cardiff & Vale University Health Board to work together to share evidence, with the local authority, to ensure licensing objectives are met and that Licensing Committee receive clear evidence regarding those applications that will have a negative impact on the licensing objectives. Members heard that there are examples of where partners have worked together to undertake licensing enforcement and review, which has led to suspension and removal of licences.
62. Members heard debate about the usefulness of a Cumulative Impact Policy, known colloquially as a Saturation Zone. This requires applicants to demonstrate that there will be no negative cumulative impact on the Council's licensing objectives if their licensing application is granted.

Contrary to popular belief, where an applicant is able to demonstrate this, a licence has to be granted even though the application is within the Cumulative Impact Policy area.

Traffic Light System

63. Members heard that a Traffic Light system is used for licensed premises, with properties rated Red, Amber or Green. Green is used if there is no history of disorder or problems, Amber where there are some incidences of disorder or violence or problems with licensing requirements and Red is used for higher levels of disorder, violence and problems with licensing conditions not being met. Where a licensed premise is marked as Red, the manager has to have an Action Plan to address all the points of concern and show that the Action Plan is being implemented. If the Action Plan is not successfully implemented, the Police will issue written warning and if there is no improvement, the Police will take the case to the Licensing Committee and ask for the license to be removed. Members heard that, used this way, the Traffic Light System helps to ensure effective use of licensing powers to ensure safety in hot spot areas.
64. Currently there are 5 Red premises, 3 in the City Centre, out of approximately 780 licensed premises (including supermarkets and corner shops etc.).

RESOURCES

65. Currently, resourcing the management of the Night Time Economy relies on a patchwork of funding from Cardiff Council, South Wales Police and Crime Commissioner, Cardiff and Vale University Health Board, private sector resources, third sector and volunteer resources. Historically, there has been a flexible approach taken to resource use, with the focus being on problem-solving, for example by using slippage to pay for additional police officer cover on events nights.

Resources Currently Available

- Council provides funding for taxi marshals, street cleansing and towards Operation Mistletoe.
- PCC provides funding for South Wales Police, Know the Score campaign and Vulnerability training.
- Cardiff & Vale University Health Board provides A&E and Alcohol Treatment Centre, using Regional Regulatory Funding.
- Cardiff & Vale University Health Board provides office and secretarial support for Violence Prevention Group.
- Private sector resources are used to support the Cardiff Licensee Forum, the Cardiff Business Reduction Partnership, Radio Net and Street Pastors.
- Volunteer resources are used to run the Street Pastor service.

66. Members heard that, as there are often no separate budget lines for specific aspects of the Night Time Economy management, these elements are vulnerable in a time of austerity when overall cutbacks mean that there is less slippage available to be used. In addition, there is no secure funding in place for key operational tools including: Operation Mistletoe; Street Pastors; and the Alcohol Treatment Centre. During the life of the Inquiry, there was debate about the future funding of the taxi marshals, as set out at Point 44 above.

67. Members heard from several witnesses that the reduction in resources by any one actor will increase the pressures on all the other actors involved in Cardiff's Night Time Economy management. For example, a reduction in

the local authority contributions increases the need for extra police resources and increases pressure on other agencies involved in Night Time Economy management. Likewise, if the Alcohol Treatment Centre was no longer available, pressures would increase consequentially on A&E, the Police and Street Pastors etc. Members also heard witnesses raise concerns about the unintended consequence of cuts, which could lead to declining behaviours and an increase in violent crime.

68. At the same time, Members heard that pressure on resources is increasing, with growing and changing demand in Cardiff's Night Time Economy. The overall footfall has increased, the number of events has increased and these are causing increased resource pressures. In addition, Members heard concerns expressed that the area of the Night Time Economy is widening with the Bierkeller, Tramshed and other venues outside the traditional Night Time Economy zone. South Wales Police expressed their concerns that this causes pressures on their resources, as they have the same number of officers to cover a wider geographical area.
69. Members heard that the successful partnership approach taken historically in Cardiff is under threat because of austerity, with partners retreating into their own silos rather than working together collectively to design solutions to austerity. Members recognise that there has to be constructive conversations between all partners about how to deal with the cutbacks in a collective way, to enable provision to shrink together not shrink apart. Members heard time and again of the need for long term sustainable resource funding and the need to be open about the cuts partners are facing and the consequences of these cuts. Councillor Bale, Leader Cardiff Council, also highlighted that there is a need to look at how we can do things better to secure the agreed outcomes.

POSSIBLE RESOURCE SOURCES

70. Members heard that Cardiff Council has employed Mosaic Consultancy to explore the viability of establishing a Business Improvement District (BID) and to compare this with the Late Night Levy option. Theoretically, both of these can raise income that can be used towards meeting the costs of the Night Time Economy. In addition, this Inquiry looked at schemes undertaken elsewhere to tackle crime and disorder in the Night Time Economy, including in the other U.K. Core Cities and Local Alcohol Action Areas in England, and reviewed the Welsh Government consultation document, 'A Framework for Managing the Night Time Economy in Wales'.

BUSINESS IMPROVEMENT DISTRICT (BID)

71. This Inquiry heard strong interest in a Cardiff BID, from both Cardiff Council witnesses and from external witnesses, all of whom are either actively involved in work to develop a Cardiff BID or are aware of the work underway. Members heard that a BID would provide a focus and venue for discussions to take place on the aspirations for Cardiff city centre, with a mechanism to engage city centre businesses in one go and a clear framework for going forward. As part of this, a BID would cover discussions on community safety issues, including those associated with the Night Time Economy.

72. Members heard that a BID is led by the businesses located within the BID, with clear frameworks for governance, as these businesses pay for the BID via contributions based on the rateable value of their business. Most Night Time Economy companies will be exempt from BID as their businesses rateable value is lower than the rate set for BID payment of £25,000.

73. A Cardiff BID working group has been established and has prepared a draft business case which will be voted on by relevant businesses in June 2016. These businesses will decide whether or not a BID will go ahead and will decide how the monies generated by a BID will be spent. It is

anticipated that a Cardiff city centre BID will generate between £1 million and £1.5 million per annum.

74. The Inquiry heard explicit evidence that a Cardiff BID would not be used to fund services already provided within the city centre but could choose to add to and enhance existing services. Baseline Service Statements must be set out by all public bodies providing statutory services. Members were informed that *'Legally, a BID can only deliver over and above these existing services and part of the BID's role will be to make sure local public agencies are delivering against these statements.'*⁸

75. Members were informed that the draft business case for the Cardiff city centre BID aims to make Cardiff city centre more welcoming, vibrant and influential. As part of this, there are commitments to add to and enhance service provision as follows: work to invest in city centre entertainment; fund a dedicated cleansing and waste team to deal directly with business concerns; support a team of uniformed Cardiff Ambassadors; invest in the management of the evening and night time economy; strengthen business participation with crime reduction partnerships; support any new or improved business crime management initiatives; and add value to existing night time economy schemes, for example the Street Pastors and Taxi Marshalls.

76. The Inquiry clarified that the final business case will be determined by the businesses that are developing the BID; Cardiff Council cannot insist on the inclusion of community safety issues or any other issues. However, the Director for Economic Development highlighted that the Council would use its influence to persuade the Cardiff BID to address crime and disorder issues.

LATE NIGHT LEVY

77. The Inquiry heard that conversations on a Late Night Levy are happening alongside work on the BID – neither are ruled out albeit that a BID is seen

⁸ Email from Jonathan Day dated 16 February 2016, citing responses received from Mosaic Consultancy to queries raised by the Inquiry task group

as preferable as it raises more money and has a wider remit, covering the Day Time Economy as well as the Night Time Economy and issues such as marketing and promoting Cardiff city centre.

78. Members heard that, whilst a Late Night Levy would not raise as much money as a BID, at between £200,000 - 250,000⁹, the monies have to be ring-fenced to tackling crime and disorder issues related to the Night Time Economy. Legally, the Late Night Levy is split 70:30 between the relevant Police and Crime Commissioner and the relevant Local Authority, leading to between £140,000 and £175,000 being available to be spent on meeting the costs of managing crime and disorder in the Night Time Economy, with £60,000 - £75,000 available to the local authority to meet administrative costs of collecting the Levy.

79. Members heard concerns from some witnesses that all the Police and Crime Commissioner's monies may not be spent within Cardiff. However, Members heard that a legal agreement, such as a Memorandum of Understanding or a Service Level Agreement, could be used to ensure that monies raised by a Cardiff Late Night Levy were spent on Cardiff Night Time Economy crime and disorder mechanism; this has happened successfully elsewhere, such as in Newcastle.

80. Some witnesses told the Inquiry that the introduction of a Late Night Levy in other cities in England had led to some premises closing early, to avoid having to pay the Levy. There were concerns that the introduction of a Late Night Levy would damage the reputation of Cardiff and the existing good relationship with the licensee trade. There were also concerns that the Levy would apply across the whole of Cardiff, which would mean licensed premises operating late at night in suburban areas of Cardiff would be subject to the Levy. Some witnesses felt that this would not be fair as there are limited crime and disorder offences associated with these premises and it is likely that the majority of the monies raised by the Levy would be spent in the city centre; so suburban premises would pay a Levy but not receive a subsequent service.

⁹ Based on a conservative estimate, using payment patterns from existing LNL schemes elsewhere in the U.K.

81. However, Members were not convinced that the introduction of a Late Night Levy would harm the reputation of Cardiff as Late Night Levies have been introduced in places such as Cheltenham, Islington, the City of London and Southampton without damaging their reputations. Experience from other cities that have introduced a Late Night Levy shows that there would still be an array of premises that would choose to operate after a Levy is put in place.
82. Members also heard evidence that it was not necessarily a bad thing if some premises closed early to avoid paying the levy as this would be likely to lead to a reduction in alcohol consumption, with a consequent likely reduction in crime and disorder. It would also lead to more staggered closing times, helping frontline services deal with those needing assistance, and reducing the volume of people at peak closing times.
83. Members also heard that Late Night Levy schemes can be used to encourage best practice self-regulation schemes, such as Best Bar None, Pubwatch and Reducing the Strength of alcohol schemes, by offering a reduction in the Levy for those premises that sign up and implement these schemes.
84. Members heard that it is possible to have both a BID and Late Night Levy in operation for the same area at the same time, as happens in Newcastle and Nottingham. However, witnesses explained that, in Cardiff, the aim is to achieve a BID first as it meets a wider range of Cardiff's needs. The draft Business Case for the BID references the Late Night Levy, highlighting that, whilst many Night Time Economy businesses will be exempt from paying the BID as their rateable value falls below the threshold, these businesses may choose to take out voluntary membership of the BID and the BID will then pay any Late Night Levy if one is introduced, as a benefit of the business choosing to become a BID member. In this way, businesses would not have to pay both a BID levy and a Late Night Levy.

OTHER SOURCES OF FUNDING

85. As part of the Inquiry, Members were keen to learn how other areas find resources to meet the costs of tackling crime and disorder caused by the Night Time Economy. Desk based research identified a range of sources, including BIDs, Late Night Levies, Community Safety Partnerships, individual partners such as local authorities, Police and Crime Commissioners, and local businesses. A summary of these are set out below, with further details provided in **Appendix A**.

Business Improvement Districts - there are over 200 BIDS across Great Britain – all the other 9 Core Cities have a city centre BID. There are lots of examples of BIDS directly contributing towards Night Time Economy activities such as taxi marshals and street pastors (e.g. Bedford, Ipswich, Weston Super Mare and Wolverhampton as well as Nottingham and Sheffield)

Late Night Levy - 2 Core Cities have a Late Night Levy (Newcastle and Nottingham), with Liverpool consulting on LNL at time of Inquiry. Other LNL are Cheltenham, Islington, City of London, Nottingham, Chelmsford and Southampton. Camden is considering whether or not to introduce a levy. Leeds and Bristol considered and decided not to introduce a levy.

Taxi Marshals - funding

Taxi firm - provides taxi marshal - Glasgow

Taxi users - self funding approach to taxi marshals- Norwich

Community Safety Partnership – Birmingham, Bristol, Glasgow
Council – Manchester, Ipswich (partial funding)

Businesses - fund taxi marshals – Leeds - via Businesses Against Crime in Leeds

Late Night Levy- Newcastle, Cheltenham

BID – Nottingham, Bedford, Ipswich (partial funding), Wolverhampton

Police – Brighton & Hove (not sure if still the case), Maidstone

PCC – Ipswich (partial funding)

Street Pastors – funding

Police - partially fund in Liverpool

Council – partially fund in Liverpool

Businesses fund street marshals – Leeds - via Businesses Against Crime in Leeds

Late Night Levy – Newcastle

BID - Nottingham

Volunteers – Manchester

86. In addition, desk based research identified a range of other solutions used elsewhere; further details on the local alcohol action areas are provided at Appendix B.

Student volunteers - University of Gloucestershire - in Cheltenham – uses student volunteers as student community patrols – Late Night Levy is used to fund recruitment and training.

Local Alcohol Action Areas – range of ideas including:

- **Responsible retailing** - Liverpool – develop a voluntary code for off licenses and supermarkets, Gravesham – reducing the strength campaign, Hastings reduce the strength.
- **Licensing** – Manchester – strong use of licensing/ regulatory tools and enforcement.
- **Enforcement** – Weston Super Mare -.high profile joint enforcement visits with Police, local authority, trading standards, food safety, licensing and environmental protection.

Other city centre schemes such as Purple Flag

Use of other legal powers – Public Space Protection Order to prevent public drinking (considered in Blackpool), Alcohol Exclusion Zones (Slough)

INQUIRY METHODOLOGY

- M1. The Community and Adult Services Scrutiny Committee applies a project management approach to its inquiries; including mechanisms to consistently prioritise topics suggested for scrutiny, scoping reports and project plans. The aim of these is to ensure there is a dialogue with the services involved in the scrutiny process with the ultimate aim of improving overall service delivery and enabling effective scrutiny.
- M2. Members held three meetings to hear from the following Council officer witnesses:
- Councillor Phil Bale – Leader, Economic Development and Partnerships
 - Councillor Peter Bradbury – Cabinet Member (Community Development, Co-operatives & Social Enterprise)
 - Councillor Dan De’Ath – Cabinet Member (Skills, Safety, Engagement and Democracy)
 - Cllr Jacqueline Parry (Chair – Licensing Committee)
 - Neil Hanratty- Director of Economic Development
 - Jonathan Day – Economic Policy Manager
 - Claire Hartrey – Licensing Group Leader
 - Dave Holland – Head of Shared Regulatory Services
 - Peter King – Senior Partnership Analyst Officer.
 - Paul Williams – City Centre Manager
- M3. Members also held two meetings to hear from the following external witnesses:
- Chief Inspector Dan Howe – South Wales Police (Partnerships)
 - Inspector Chris Owen – South Wales Police (City Centre)
 - Conrad Eydmann – Head of Partnership Strategy and Commissioning, Cardiff & Vale University Health Board
 - Dr Sharon Hopkins – Director of Public Health

- Wayne Parsons – Senior Nurse, Alcohol Treatment Centre and A&E, Cardiff & Vale University Health Board
- Professor John Shepherd - Chair, Violence Prevention Group, Cardiff & Vale University Health Board
- Ashley Hopkins – Director, Cardiff Business Safe
- Keith Kimber – Cardiff Radio Net
- Nick Newman – Chair Cardiff Licensee Forum
- Gary Smith – Street Pastors.
- Margaret Waters - General Manager, Park Plaza, Greyfriars Road + Chair Cardiff Hoteliers Association
- Stephen Docking - Night Manager, Park Plaza, Greyfriars Road.

M4. Members also received a written submission from Simon Phillips, Chair of Cardiff Business Improvement District Task Group.

M5. In order to inform the Inquiry, desk-based research was undertaken into Late Night Levies and Business Improvement Districts operating elsewhere in England and Wales, as well as other mechanisms being used with regards to tackling crime and disorder in the Night Time Economy, including a review of Local Alcohol Action Areas in England. A review of the Welsh Government draft Framework for Managing the Night Time Economy was also undertaken and used to identify areas to explore with witnesses and via desk based research. The desk based research, coupled with evidence from internal and external witnesses, was used to identify suitable findings from the Inquiry.

BIBLIOGRAPHY

To be completed

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FINANCIAL IMPLICATIONS

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct financial implications at this stage in relation to any of the work programme. However, financial implications may arise if and when the matters under review are implemented with or without any modifications.

LEGAL IMPLICATIONS

The Scrutiny Committee is empowered to enquire, consider, review and recommend but not to make policy decisions. As the recommendations in this report are to consider and review matters there are no direct legal implications. However, legal implications may arise if and when the matters under review are implemented with or without modification. Any report with recommendations for decision that goes to Cabinet / Council will set out any legal implications arising from those recommendations. All decisions taken by or on behalf of the Council must (a) be within the legal power of the Council; (b) comply with any procedural requirement imposed by law; (c) be within the powers of the body or person exercising powers on behalf of the Council; (d) be undertaken in accordance with the procedural requirements imposed by the Council e.g. standing orders and financial regulations; (e) be fully and properly informed; (f) be properly motivated; (g) be taken having regard to the Council's fiduciary duty to its taxpayers; and (h) be reasonable and proper in all the circumstances.

COMMITTEE TERMS OF REFERENCE

To scrutinise, measure and actively promote improvement in the Council's performance in the provision of services and compliance with Council policies, aims and objectives in the area of community and adult services, including:

- Public and Private Housing
- Adult Social Care
- Disabled Facilities Grants
- Community Care Services
- Community Safety
- Mental Health & Physical Disabilities
- Neighbourhood Renewal and Communities Next
- Commissioning Strategy
- Health Partnership
- Advice & Benefit
- Consumer Protection
- Older Persons Strategy

To assess the impact of partnerships with and resources and services provided by external organisations, including the Welsh Government, Welsh Government-sponsored public bodies, quasi- departmental non-governmental bodies and health services on the effectiveness of Council service delivery.

To report to an appropriate Cabinet or Council meeting on its findings and to make recommendations on measures which may enhance the Authority's performance in this area.

To be the Council's Crime and Disorder Committee as required by the Police and Justice Act 2006 and any re-enactment or modification thereof, and as full delegate of the Council to exercise all the powers and functions permitted under that Act.

APPENDIX A

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City	BID	Late Night Levy	Other
Birmingham	Yes - several ⁱ	No	Purple Flag Community Safety Partnership fund taxi marshals etc. ⁱⁱ
Bristol	Yes - several ⁱⁱⁱ	Considered 2013/14 but not introduced	Community Safety Partnership fund taxi marshals etc. ^{iv} Purple Flag
Cardiff	Considering	Considering	
Glasgow	Considering	No	Community Safety Partnership fund taxi marshals and Glasgow Taxis also provide a marshal. ^v
Leeds	Yes ^{vi}	Considered 2013/14 but not introduced	Taxi marshals and street marshals funded voluntarily by businesses and partners ^{vii} who work via BACIL – Businesses Against Crime In Leeds. ^{viii}
Liverpool	Yes ^{ix}	Considering – undertaken consultation	No information available re taxi marshals. Street pastors funded by Police and City Council. Purple Flag
Manchester	Yes ^x	Not in city centre	Consulting on LNL in Greater Manchester area of Stockport. Council fund taxi marshals Volunteer Street Angels Developing safe haven. Purple Flag
Newcastle	Yes ^{xi}	Yes – since 2013 ^{xii}	Used LNL to pay for thermal cameras, smart cameras, safe haven with St John's, bar and nightclub scanners, taxi marshals, CCTV, street pastors and street cleansing.
Nottingham	Yes ^{xiii}	Yes – since 2014 ^{xiv}	BID pays for street pastors, taxi marshals and street ambassadors. Provide funding of approx. £46,500 per annum for taxi marshals ^{xv} Purple Flag
Sheffield	Yes ^{xvi}	No	BID pays for Safer City Centre team, additional PCSOs, additional ambassadors, Purple Flag

Examples of schemes elsewhere in England to tackle NTE crime & disorder

Bedford¹⁰

'As part of its mission to keep Bedford town centre safe during the day and night, BedfordBID is the main funding partner for the High Street Taxi marshal scheme. Operating in partnership with Bedford Borough Council this scheme provides an important and valued service for both residents and visitors to the town. Two marshalls are on duty each Friday night, and three marshalls on Saturday night, from 11.30pm to 4.00am. Their role is to ensure that only legal and registered hackney carriages and private hire vehicles are operating within the town centre, as well as maintaining an orderly queue for the taxis throughout the night.'

Brighton & Hove¹¹

Taxi Marshals paid for by Sussex Police, following temporary gap when council withdrew funding.

Ipswich¹²

Taxi Marshal scheme funded by PCC, BID and local authority.

Maidstone¹³

Taxi marshals paid for by Police

Norwich¹⁴

First self-supporting scheme in England when launched in 2011. Those using taxi rank supervised by taxi marshalls asked to contribute £1 towards costs, then given a ticket which they can use in participating venues to receive £1 off drinks/ entry fee.

Weston-Super-Mare¹⁵

One of the BID priorities is community safety and a team of wardens have been employed to promote safety. A recent decision has been taken to change the wardens' shift patterns to provide more support during the night time economy."

Wolverhampton¹⁶

Recently extended taxi marshal scheme to cover payday weekends, paid for by Wolverhampton BID extending support by £95,000.

¹⁰ Information taken from <http://www.lovebedford.co.uk/taxi-marshals.php>

¹¹ Information taken from: http://www.theargus.co.uk/news/10594071.Marshals_return_to_Brighton_and_Hove_taxi_ranks/

¹² Information taken from: <http://www.suffolk-pcc.gov.uk/wp-content/uploads/2012/11/37-2014-Taxi-Marshals.pdf>

¹³ Information taken from: <http://www.kentonline.co.uk/maidstone/news/police-have-been-praised-for-11449/>

¹⁴ Information taken from: http://www.eveningnews24.co.uk/motoring/relaunch_of_norwich_taxi_marshall_scheme_in_tombland_1_834942

¹⁵ Information taken from: <http://apps.n-somerset.gov.uk/cairo/docs/doc25533.htm>

¹⁶ Information taken from: <http://www.expressandstar.com/news/2015/07/02/taxi-marshals-in-wolverhampton-for-paydays-weekends/>

APPENDIX B

NIGHT TIME ECONOMY – WHAT CAN CARDIFF LEARN FROM THE LAAA PILOT AREAS/GOOD PRACTICE?

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- ⁱ <http://retailbirmingham.co.uk/projects/facewatch/>
- ⁱⁱ <http://birminghamcsp.org.uk/admin/resources/bcsp-annual-report-2014-15-final.pdf>
- ⁱⁱⁱ <http://www.bristolshoppingquarter.co.uk/bid>
- ^{iv} https://www2.bristol.gov.uk/committee/2015/sc/sc046/0416_8.pdf
- ^v <http://www.communitysafetyglasgow.org/what-we-do/improving-community-safety/city-centre-team/best-bar-none/nitezones/>
- ^{vi} <http://www.leedsbid.co.uk/>
- ^{vii} Information taken from Leeds City Council Scrutiny Board Resources & Council Services – Late Night Levy report November 2013
- ^{viii} <http://www.yorkshireeveningpost.co.uk/news/latest-news/top-stories/street-marshals-help-lower-leeds-city-centre-crime-rate-1-5342074>
- ^{ix} <http://www.liverpoolbidcompany.com/>
- ^x <http://cityco.com/heartofmanchester/>
- ^{xi} <http://www.newcastle1ltd.com/>
- ^{xii} <http://www.newcastle.gov.uk/news-story/late-night-levy-introduced-friday>
- ^{xiii} <http://nottinghambid.com/>
- ^{xiv} <http://www.nottinghamcity.gov.uk/article/28324/Late-Night-Levy>
- ^{xv} Information taken from: <http://www.itsinnottingham.com/news/141/NOTTINGHAMS-TAXI-MARSHALS-HELPING-THE-LATE-NIGHT-ECONOMY/>
- ^{xvi} <http://www.sheffieldbid.com/>

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