

LICENSING COMMITTEE: 7th July 2009

Report of the Chief Strategic Planning and Environment Officer

LICENSING ACT 2003 – CUMULATIVE IMPACT OF LICENSED PREMISES IN THE CITY ROAD AND CRWYS ROAD AREA.

1. Background

- 1.1 On 17 May 2009 South Wales Police requested that the Authority make a special policy for dealing with applications made under the Licensing Act 2003 in respect of the City Road area of Plasnewydd, Cardiff. This would be a Special Cumulative Impact Policy in respect of the City and Crwys Road area which would be included within the Authority's Statement of Licensing Policy.
- 1.2 The Committee must determine whether it is appropriate to adopt a special policy in order to minimise any problems of cumulative impact that are occurring in the area.

2. Statement of Licensing Policy

- 2.1 The Authority has in accordance with the legislation published a Statement of Licensing Policy which details the principles that the Authority will follow in the exercise of its licensing functions. The Policy was last reviewed during 2007 and amended and published on 31 January 2008.

The Statement of Licensing Policy must be renewed every three years. During each three year period a licensing authority must keep its policy under review and make such revisions to it as are necessary. Where revisions are made, the licensing authority must publish a statement of the revisions or the revised licensing statement.

- 2.2 Section 6 of the Authority's Statement of Licensing Policy reads as follows:

6 Saturation Policy – Negative Cumulative Impact

- 6.1 In determining an application the Licensing Authority will take into account in the interests of public safety and the avoidance of nuisance, any negative cumulative effect that the premises in the area may have.
- 6.2 The Licensing Authority will accept representations from interested parties and responsible authorities stating that they believe a saturation of premises exists and has created a negative impact on the surrounding environment. However the onus is on the individual or organisation making such a representation to provide an evidentiary basis.
- 6.3 Where there is evidence that a negative cumulative effect has been created by the number of licensed premises in an area and that effect gives rise to problems of public disorder and nuisance, the Licensing Authority will consider adopting a saturation policy.
- 6.4 Saturation policies create the presumption that any licence applications for the area covered will be rejected. However each application from a responsible authority will be considered and dealt with on its own

merits and could displace that presumption.

- 2.3 In line with the above the Statement of Licensing Policy already includes a Saturation Policy for the St Mary Street area of the City. The Authority adopted this position following representations from the South Wales Police. The Police now request a similar Saturation Policy in respect of the City Road and Crwys Road which comprises part of the Cathays Policing Sector.
- 2.4 The Statement of Licensing Policy must be approved by the Licensing Authority rather than the Licensing Committee and so must be approved by Full Council.
- 2.5 The Secretary of State has issued guidance to local authorities under Section 182 of the Licensing Act 2003. Section 13 of the Guidance provides advice to licensing authorities on what the Statement of Licensing Policy should contain. The advice contained within in the Guidance about policies to address the problems of cumulative impact is detailed in Appendix A.
- 2.6 In summary, the Guidance makes it clear that negative cumulative impact can result from the operation of many licensed premises in an area and that this is a proper matter for consideration by a licensing authority. Providing that the individual merits of an application are considered, where there is evidence of a saturation of licensed premises causing problems in an area an Authority may adopt a policy of refusing new licences in such an area. Such a policy should of course be capable of being set aside where it is reasonable on the individual circumstances to do so. A special policy may not be used for the restriction of hours and should be supported by policies in other areas.
- 2.7 South Wales Police as a responsible authority have requested consideration of City Road and Crwys Road as a special areas where there is such a saturation of licensed premises as to merit presumed refusal of new licences. In preparing a draft Special Statement of Licensing Policy in respect of City Road and Crwys Road, officers have relied upon statistics from South Wales Police which are detailed in Appendix D.

3. Details of the Application.

- 3.1 South Wales Police are concerned about the cumulative impact of licensed premises in the City Road and Crwys Road areas of Plasnewydd, Cardiff and believe that the area would significantly benefit from a saturation policy on the following grounds:
 - The presence of late night refreshment houses have tended to attract gatherings of individuals well into the early hours which has been perceived as intimidating from members of the Community.
 - In several recent cases of Street Robbery, persons responsible have been identified as part of the gathering groups as aforementioned. It is clear in these cases that the perpetrators have made their way back to a group in City Road outside a refreshment house immediately after the commission of a robbery.
 - The general victim profile of robbery victims relates to male, white persons of approximately 20 years of age with an element of intoxication. The availability of alcohol within the area is exceptionally easy and cheap. It is felt that this fact may be a contributory factor in helping to provide the perpetrators of robbery with an easier target.

- 3.2 South Wales Police Officers within the Cathays Policing Sector strongly contend that there are more than sufficient licensed premises which have brought about a particularly intimidating atmosphere during the Night time hours, particularly around City Road and Crwys Road. Officers feel that it is the presence of these premises that create the environment for gatherings and also feel that more premises would significantly escalate this perception. They report that over the past twelve months there have been three noteworthy incidents of mass violence which have commenced within or outside late night refreshment premises.
- 3.3 There are a number of licensed premises in both City Road and Crwys Road as detailed in the table below.

| Type of Licensed Premises | City Road | Crwys Road |
|----------------------------------|------------------|-------------------|
| | | |
| Convenience Store | 7 | 1 |
| Off Licence | 0 | 1 |
| Pub, Bar or Nightclub | 7 | 3 |
| Registered Members Club | 3 | 0 |
| Restaurant | 17 | 9 |
| Sports Club | 1 | 0 |
| Supermarket | 1 | 1 |
| Takeaway | 11 | 7 |
| | | |
| | 47 | 22 |

- 3.4 South Wales Police have been requested to attend the meeting to make a presentation on the problems in the City Road area for the information of members.

4. Consultations.

- 4.1 In considering the request from South Wales Police each responsible authority has been consulted directly. On 22 May 2009 a press notice was published requesting the views of any person living or working in the area to be submitted by 17 June 2009. Details of the application were also circulated to Councillors in the Plasnewydd and Cathays wards. Details of the responses received are contained in Appendix C.

5. Summary

- 5.1 In preparing a Statement of Licensing Policy a licensing authority must consider the imposition of a special Cumulative Impact Policy where they are requested to do so by a responsible authority.
- 5.2 South Wales Police have provided evidence of the problems that a concentration of licensed premises has in respect of alcohol related crime and violence in City Road and Crwys Road in the Plasnewydd Ward of Cardiff.
- 5.3 The Authority must determine, in consultation with stakeholders and the public, if a Special Cumulative Impact Policy is appropriate. It should be noted that the matter concerns the negative impact on the licensing objectives

of a saturation of licensed premises rather than the need for licensed premises, which is not a matter for a licensing authority.

- 5.4 The following table details a likely timetable of the actions necessary in considering the adoption of a special policy.

| | |
|------------|---|
| 17/05/2009 | Application Submitted by South Wales Police |
| 17/05/2009 | Responsible Authorities consulted on Proposal |
| 17/05/2009 | Cathays and Plasnewydd Ward Councillors Consulted on Proposal. |
| 18/05/2009 | Consultation Exercise on the Adoption of a Special Saturation Policy in respect of the City Road area of Cardiff. |
| 17/06/2009 | Consultation Period Ends |
| 18/06/2009 | Report prepared for Licensing Committee. |
| 18/06/2009 | Report circulated to Corporate Managers and Chief Officers. |
| 23/06/2009 | Report sent to Chair and Deputy Chair for approval. |
| 30/06/2009 | Deadline date for submission of finalised report. |
| 07/07/2009 | Reported to Licensing Committee for determination, approval subject to Full Council ratification. |
| 10/07/2009 | Deadline date for Full Council Report |
| 16/07/2009 | Full Council |
| 24/07/2009 | Publication of the Special Policy. |

6. Achievability

The introduction of a Statement of Licensing Policy contains no equality, personnel or property implications

7. Legal Implications

- 7.1 There must be an evidential basis for a decision to include within the Statement of Licensing Policy a Saturation Policy in relation to City Road and Crwys Road. Accordingly the Committee must consider whether it has been provided with good evidence that crime and disorder or nuisance are happening in the streets that are caused by the customers of licensed premises within the area.
- 7.2 In making its decision the Committee must consider all responses received from the consultation exercise referred to in paragraph 4.1 above. The responses received are detailed in Appendix C.
- 7.3 The scope of a Saturation Policy is limited in that:
- (i) It cannot cover all manner of applications. It can only cover applications for new premises licences or club premises certificates or variations which are likely to add to the existing cumulative impact.
 - (ii) The Policy can only be invoked in respect of an individual application if in fact there is a relevant objection to that application made by a responsible authority or interested party. If there are no relevant representations the Authority must grant that application despite the existence of the Saturation Policy.

- (iii) The Policy can only create a rebuttable presumption that an application will be refused. It may be possible for an applicant to demonstrate that there will be no negative cumulative impact from their individual application.

8. Financial Implications

This report does not directly result in any additional financial implications.

9. Recommendation

- 9.1 Committee is recommended to consider the evidence provided by South Wales Police and determine if it is appropriate to adopt a special policy of refusing licences in City Road and Crwys Road where the grant of a licence would exacerbate problems resulting from the cumulative impact of licensed premises in the area. A draft Policy is set out in Appendix B.
- 9.2 Should the Committee consider that the adoption of a special policy is appropriate it should recommend that Full Council approve the amendment of the Statement of Licensing Policy to include the special policy for City Road and Crwys Road.

Sean Hannaby
Chief Strategic Planning and Environment Officer

20th June 2009

This report has been prepared in accordance with procedures approved by the Corporate Directors Team.

Background Papers: None.

Extract from the Secretary of States Guidance issued under Section 182 of the Licensing Act 2003

THE CUMULATIVE IMPACT OF A CONCENTRATION OF LICENSED PREMISES

What is cumulative impact?

- 13.24 “Cumulative impact” is not mentioned specifically in the 2003 Act but means in this Guidance the potential impact on the promotion of the licensing objectives of a significant number of licensed premises concentrated in one area. The cumulative impact of licensed premises on the promotion of the licensing objectives is a proper matter for a licensing authority to consider in developing its licensing policy statement.
- 13.25 In some areas, where the number, type and density of premises selling alcohol for consumption on the premises are unusual, serious problems of nuisance and disorder may be arising or have begun to arise outside or some distance from licensed premises. For example, concentrations of young drinkers can result in queues at fast food outlets and for public transport. Queuing in turn may be leading to conflict, disorder and anti-social behaviour. While more flexible licensing hours may reduce this impact by allowing a more gradual dispersal of customers from premises, it is possible that the impact on surrounding areas of the behaviour of the customers of all premises taken together will still be greater in these cases than the impact of customers of individual premises. These conditions are more likely to occur in town and city centres, but may also arise in other urban centres and the suburbs.

Evidence of cumulative impact

- 13.26 There should be an evidential basis for the decision to include a special policy within the statement of licensing policy. For example, Crime and Disorder Reduction Partnerships will often have collated information which demonstrates cumulative impact as part of their general role on anti-social behaviour; and crime prevention strategies may have already identified cumulative impact as a local problem. Similarly, environmental health officers may be able to demonstrate concentrations of valid complaints relating to noise disturbance. The open meetings recommended at paragraph 1.22 of this Guidance should also assist licensing authorities in keeping the situation as to whether an area is nearing this point under review.
- 13.27 After considering the available evidence and consulting those individuals and organisations listed in section 5(3) of the 2003 Act and any others, a licensing authority may be satisfied that it is appropriate and necessary to include an approach to cumulative impact in the licensing policy statement. In this case, it should indicate in the statement that it is adopting a special policy of refusing new licences whenever it receives relevant representations about the cumulative impact on the licensing objectives which it concludes after hearing those representations should lead to refusal (see paragraphs 13.29 – 13.32 below).
- 13.28 The steps to be followed in considering whether to adopt a special policy within the statement of licensing policy are summarised below.

STEPS TO A SPECIAL POLICY

- Identify concern about crime and disorder or public nuisance

- Consider whether there is good evidence that crime and disorder or nuisance are happening and are caused by the customers of licensed premises, or that the risk of cumulative impact is imminent
- Identify the boundaries of the area where problems are occurring
- Consult with those specified in section 5(3) of the 2003 Act, and subject to the outcome of the consultation
- Include and publish details of special policy in licensing policy statement

Effect of special policies

- 13.29 The effect of adopting a special policy of this kind is to create a rebuttable presumption that applications for new premises licences or club premises certificates or variations that are likely to add to the existing cumulative impact will normally be refused, following relevant representations, unless the applicant can demonstrate in their operating schedule that there will be no negative cumulative impact on one or more of the licensing objectives.
- 13.30 However, a special policy must stress that this presumption does not relieve responsible authorities or interested parties of the need to make a relevant representation, referring to information which had been before the licensing authority when it developed its statement of licensing policy, before a licensing authority may lawfully consider giving effect to its special policy. If there are no representations, the licensing authority must grant the application in terms that are consistent with the operating schedule submitted.
- 13.31 Once adopted, special policies should be reviewed regularly to assess whether they are needed any longer or need expanding.
- 13.32 The absence of a special policy does not prevent any responsible authority or interested party making representations on a new application for the grant, or variation, of a licence on the grounds that the premises will give rise to a negative cumulative impact on one or more of the licensing objectives.

LIMITATIONS ON SPECIAL POLICIES RELATING TO CUMULATIVE IMPACT

- 13.33 It would normally not be justifiable to adopt a special policy on the basis of a concentration of shops, stores or supermarkets selling alcohol for consumption off the premises. Special policies will usually address the impact of a concentration of licensed premises selling alcohol for consumption on the premises.
- 13.34 A special policy should never be absolute. Statements of licensing policy should always allow for the circumstances of each application to be considered properly and for licences and certificates that are unlikely to add to the cumulative impact on the licensing objectives to be granted. After receiving representations in relation to a new application for or a variation of a licence or certificate, the licensing authority must consider whether it would be justified in departing from its special policy in the light of the individual circumstances of the case. The impact can be expected to be different for premises with different styles and characteristics. For example, while a large nightclub or high capacity public house might add to problems of cumulative impact, a small restaurant or a theatre may not. If the licensing authority decides that an application should be refused, it will still need to show that the grant of the application would undermine the promotion of one of the licensing objectives and that necessary conditions would be ineffective in preventing the problems involved
- 13.35 Special policies should never be used as a ground for revoking an existing licence or certificate when representations are received about problems with those premises. The

“cumulative impact” on the promotion of the licensing objectives of a concentration of multiple licensed premises should only give rise to a relevant representation when an application for the grant or variation of a licence or certificate is being considered. A review must relate specifically to individual premises, and by its nature, “cumulative impact” relates to the effect of a concentration of many premises. Identifying individual premises in the context of a review would inevitably be arbitrary.

13.36 Special policies can also not be used to justify rejecting applications to vary an existing licence or certificate except where those modifications are directly relevant to the policy (as would be the case with an application to vary a licence with a view to increasing the capacity limits of the premises) and are strictly necessary for the promotion of the licensing objectives.

13.37 A special policy relating to cumulative impact cannot justify and should not include provisions for a terminal hour in a particular area. For example, it would be wrong not to apply the special policy to applications that include provision to open no later than, for example, midnight, but to apply the policy to any other premises that propose opening later.

The effect would be to impose a fixed closing time akin to that under the “permitted hours” provisions of the Licensing Act 1964. Terminal hours dictated by the Licensing Act 1964 were abolished to avoid the serious problems that arise when customers exit licensed premises simultaneously. Attempting to fix a terminal hour in any area would therefore directly undermine a key purpose of the 2003 Act.

13.38 Special policies must not impose quotas – based on either the number of premises or the capacity of those premises – that restrict the consideration of any application on its individual merits or which seek to impose limitations on trading hours in particular areas. Quotas that indirectly have the effect of predetermining the outcome of any application should not be used because they have no regard to the individual characteristics of the premises concerned. Public houses, nightclubs, restaurants, hotels, theatres, concert halls and cinemas all could sell alcohol, serve food and provide entertainment but with contrasting styles and characteristics. Proper regard should be given to those differences and the differing impact they will have on the promotion of the licensing objectives.

THE CITY AND COUNTY OF CARDIFF COUNCIL**SPECIAL POLICY STATEMENT IN RESPECT OF CITY & CRWYS ROAD****LICENSING ACT 2003**

In carrying out its licensing functions the Authority will promote the licensing objectives and in determining a licence application the overriding principle adopted by the Council will be that each application will be determined on its merits.

A saturation of licensed premises can attract customers to the area who have an impact on the surrounding area beyond the control of individual licence holders. Where the cumulative effect of many licensed premises within an area gives rise to problems of crime and disorder or nuisance in the surrounding area the Authority can adopt a special policy of not permitting any further licensed premises to be established in that area in the interests of public safety and the avoidance of nuisance.

In the interests of public safety, the prevention of crime and disorder, and the avoidance of nuisance the Authority will always take account of the cumulative effect that the existence of a saturation of premises in one area may have where it receives representations from either a responsible authority or an interested party.

The Authority has received representations from South Wales Police in respect to the accumulation of premises in the City Road area. The following information is taken from a Police analysis.

The following table shows the number of crimes and occurrences in the Cathays Police Sector as a whole, City Road and Crwys Road. From this table it will be seen that Crwys Road and City Road account for 9% of the Crime within the Cathays Policing Sector and 6% of all incidents.

| | Apr -08 | May -08 | Jun -08 | Jul -08 | Aug -08 | Sep -08 | Oct -08 | Nov -08 | Dec -08 | Jan -09 | Feb -09 | Mar -09 | Total |
|---|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|-------|
| All Crimes Cathays Sector | 392 | 395 | 415 | 409 | 332 | 405 | 417 | 446 | 431 | 376 | 381 | 413 | 4812 |
| All Crimes City Road | 17 | 18 | 28 | 20 | 8 | 18 | 32 | 25 | 17 | 21 | 17 | 16 | 242 |
| All Crimes Crwys Road | 16 | 13 | 20 | 12 | 8 | 13 | 8 | 21 | 21 | 3 | 26 | 26 | 193 |
| | | | | | | | | | | | | | |
| All Occurrences Cathays Sector | 1289 | 1234 | 1223 | 1135 | 1021 | 1230 | 1370 | 1337 | 1200 | 1240 | 1231 | 1389 | 14899 |
| All Occurrences City Road | 86 | 72 | 76 | 55 | 54 | 67 | 95 | 78 | 76 | 76 | 76 | 77 | 888 |
| All Occurrences Crwys Road | 57 | 45 | 53 | 35 | 36 | 41 | 43 | 57 | 49 | 39 | 56 | 61 | 572 |
| | | | | | | | | | | | | | |
| Violence Against Person Offences Cathays Sector | 40 | 40 | 51 | 35 | 37 | 32 | 52 | 56 | 49 | 50 | 34 | 35 | 511 |
| Violence Against Person Offences City Road | 4 | 6 | 7 | 4 | 0 | 4 | 4 | 8 | 4 | 6 | 4 | 2 | 53 |
| Violence Against Person Offences Crwys Road | 6 | 0 | 2 | 2 | 0 | 2 | 0 | 3 | 5 | 3 | 6 | 1 | 30 |
| | | | | | | | | | | | | | |
| ASB Occurrences Cathays Sector | 279 | 248 | 225 | 192 | 220 | 277 | 312 | 285 | 216 | 230 | 296 | 319 | 3099 |

| | | | | | | | | | | | | | |
|-------------------------------|----|----|----|---|----|----|----|----|----|----|----|----|-----|
| ASB Occurrences City Road | 18 | 18 | 14 | 8 | 17 | 19 | 15 | 10 | 19 | 13 | 22 | 11 | 184 |
| ASB Occurrences Crwys Road | 8 | 5 | 4 | 3 | 6 | 5 | 5 | 8 | 5 | 1 | 10 | 10 | 70 |

There are 69 licensed premises in the area which attract person to the area. During the previous year 2008-09 there were 85 incidents of violence in the Policing area of Cathays of which 37 were directly related to licensed premises in City Road and Crwys Road.

South Wales Police contend that:

- The presence of late night refreshment houses have tended to attract gatherings of individuals well into the early hours which has been perceived as intimidating from members of the Community. Within the period April 2008 – March 2009 there were three incidents of mass violence which commenced within or outside late night refreshment premises.
- In several recent cases of Street Robbery, persons responsible have been identified as part of the gathering groups as aforementioned. It is clear in these cases that the perpetrators have made their way back to a group in City Road outside a refreshment house immediately after the commission of a robbery.
- The general victim profile of robbery victims relates to Male, White, Approx 20 years with an element of intoxication. The availability of alcohol within the area is exceptionally easy and cheap. It is felt that this fact may be a contributory factor in helping to provide the perpetrators of robbery with an easier target.

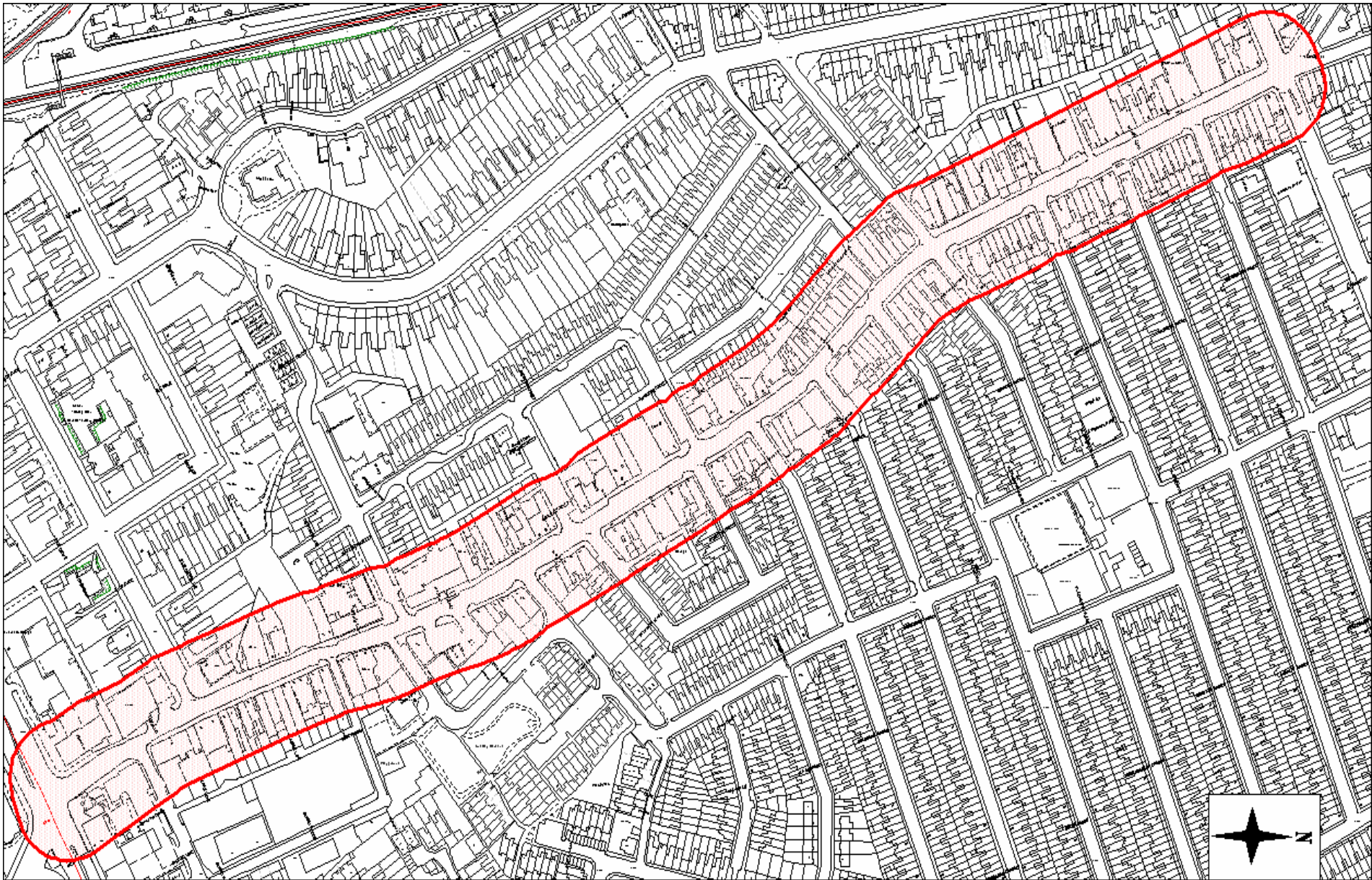
SUMMARY AND CONCLUSIONS

In summary, the saturation of licensed premises in the City Road area has resulted in a number of violent incidents of disorder and nuisance and it is clear from these findings that the cumulative effect of many licensed premises within the area gives rise to problems of crime, disorder and nuisance in the surrounding area beyond the control of individual licence holders. The Policy of the Authority will therefore be that there is a rebuttable presumption that applications for new premises licences or club premises certificates or variations that are likely to add to the existing cumulative impact in the City Road area will normally be refused, following relevant representations, unless the applicant can demonstrate in their operating schedule that there will be no negative cumulative impact on one or more licensing objectives.

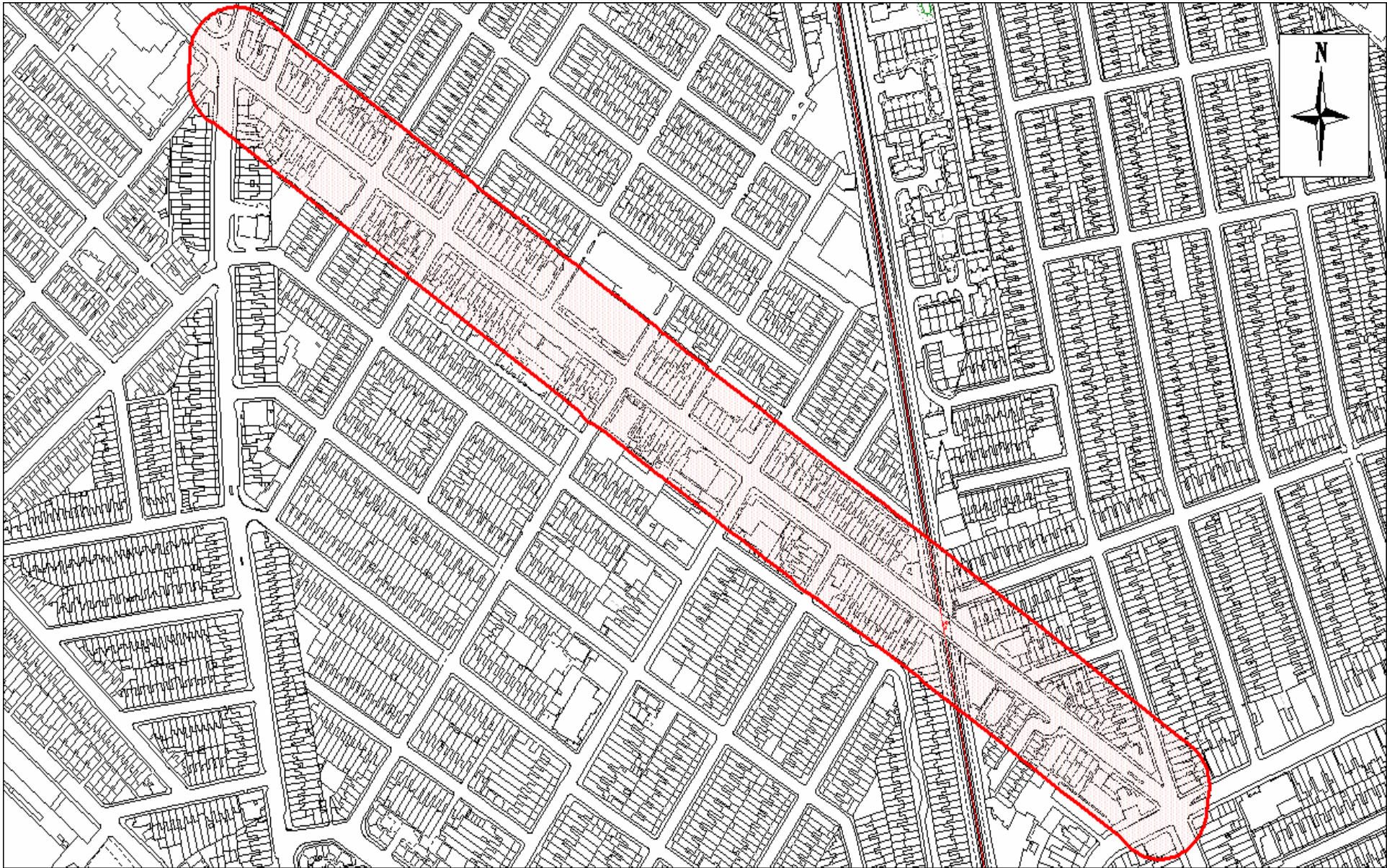
It must be stressed that this presumption does not remove the need for responsible authorities or interested parties to make relevant representations before an application can be refused. If there are no representations the Authority must by law grant the application in terms that are consistent with the operating schedule submitted.

The area of the special policy is shown in the following maps but in general will include any premises in City Road and Crwys Road and in the case of any street adjoining or abutting those streets then any premises on that street for a distance of 35 metres from where it joins City Road or Crwys Road.

PLANS OF THE CITY ROAD CUMULATIVE IMPACT AREA



PLANS OF THE CRWYS ROAD CUMULATIVE IMPACT AREA



Responses to Public Consultation.

| Date | Respondent | Views. |
|-------------|--|---|
| 19/05/2009 | Health and Safety Division | <p>The Health and Safety Section, as the enforcing responsibility within the meaning given by Section 18 of the Health and Safety at Work etc Act 1974, has given advice based on based on the “incident pyramid,” which suggests that controlling the number of lower grade events limits the incidence of higher grade events at the top of the pyramid. The “events” in this example are the number of crimes against the person. Although the average victim has been described as white, male and around 20years old, as the numbers of crimes increase more victims outside of this description will be drawn in. The Health and Safety Responsible Authority would be concerned at any increase in the rate of crime and disorder leading to injury to employees in the businesses around which these events seem to congregate. Controlling the number of such businesses on a geographical basis would seem to be a practical way of controlling the factors which may contribute to these increasing crime figures.</p> <p>The Health and Safety Responsible Authority would therefore welcome any proposal which aims to limit crime and disorder which in turn would lead to a reduction in the possibility of workplace injuries to the employees of businesses in the proposed “saturation zone”.</p> |
| 27/05/2009 | Councillor Richard Jerrett and Councillor Elizabeth Clark. | <p>I am happy to support the introduction of a special cumulative policy for City Road. I have been witness to the growing problems caused by night time disturbance in City Road. I am also concerned about the areas bordering City road as well. In Albany Road, Crwys Road, Mackintosh Place and Richmond Road.</p> <p>There are several Licensed premises which border City Road and if it was just City Road with this policy then I believe we would be subject to these areas having more applications for Licensed premises. I believe the solution is a City Road area saturation policy. As it is the area around City Road that has the problem and not just City Road itself.</p> |
| 27/05/2009 | Jenny Randerson AM | <p>I understand that South Wales Police have made an application to consider the introduction of a special Cumulative Impact Policy under the Licensing Act 2003 in respect of the City Road area. I am writing in support of their application for the reasons outlined, which also have an intolerable impact on the local residents and the cost to public services.</p> |
| 24/05/2009 | Councillor Simon Pickard. | <p>I would support the application for the Policy for two of the three reasons provided in the bullet point list below (the gathering of groups and the robberies they are alleged to carry out). However, I strongly object to the logic the Police are using in their final bullet point. It implies that one reason to reduce the availability of alcohol is because it makes victims easier targets. It is placing the blame for these crimes on the victims rather than the criminals who carry out the robberies. The Police are effectively saying let’s ban alcohol because we (the Police) can’t do our job properly and protect people from being the victims of muggings. The Council shouldn’t let them get away with</p> |

| | | |
|------------|--|--|
| | | <p>such poor logic and total dereliction of their own duties, and should therefore only uphold the application for the first two reasons given.</p> <p>The situation in Plasnewydd is much worse than in Cathays, but I am anxious that the same situation will be allowed to happen (or be directly displaced from City Road) on Crwys Road or Salisbury Road. I hope these issues are highlighted to Licensing Committee members so they can take into account the cumulative impact of permitting so many late licenses in a concentrated (residential) area.</p> |
| 28/05/2009 | Strategic Planning and Development Control | <p>Applications for A3s in City Road can only be assessed against Policy 40 of the Local Plan. However, I think the proposal to introduce a saturated zone policy in respect of City Road should be welcomed given the increasing number of A3 applications in this vicinity. As City Road is identified as a district centre in the emerging LDP, reference to the saturation policy would be reflected in an updated SPG, thus giving extra strength to policy for controlling an overconcentration of A3s and the resulting residential amenity issues that arise.</p> <p>From the development control perspective if the Council does adopt a saturation policy for the City Road area, then this will only relates to licensing policy not planning policy. It will be a matter for planning if the police object to future planning applications for A3 uses in the area with evidence to support the objection. This will almost certainly be tested on appeal regardless of a saturation policy.</p> |
| 01/06/2009 | Cllr Rodney Berman | <p>I would fully support the introduction of such a saturation policy.</p> <p>It should certainly apply in regard to those premises for which a license would be required but I also wonder if it can also apply in relation to general A3 planning consents in City Road, which in my view have also reached saturation?</p> <p>It should also not just apply to late night licenses as many problems relate to individuals who have been drinking through the evening prior to the time period which might be defined as 'late night'.</p> |
| | | |



Analysis of Crimes and Occurrences on City Road and Crwys Road

Owners - Licensing Department Cardiff Central Police Station

Author - *Daniel KRUMINS, Crime and Performance Analyst*

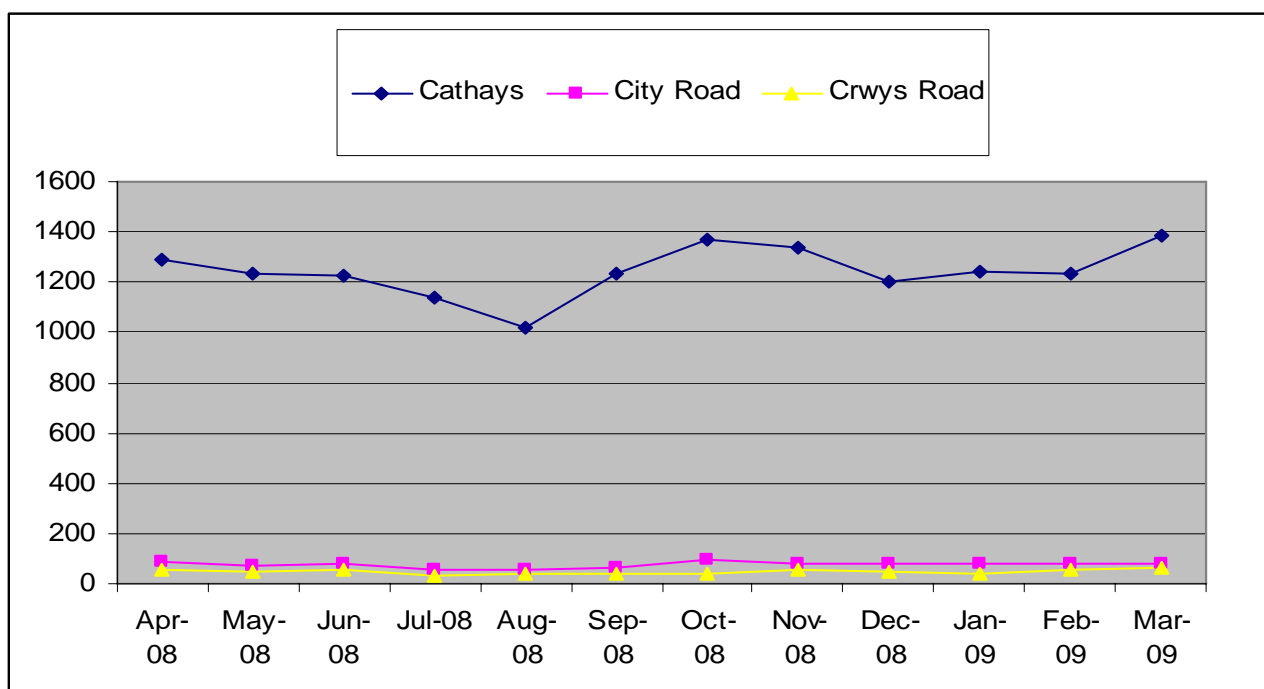


Analysis has been carried out into occurrences within the Cathays Sector. The following table shows the number of crimes and occurrences in the Cathays Sector as a whole, City Road and Crwys Road. From this table it will be seen that Crwys Rd & City Rd account for 9% of the Crime within Cathays and 6% of all incidents.

| | Apr -08 | May -08 | Jun -08 | Jul -08 | Aug -08 | Sep -08 | Oct -08 | Nov -08 | Dec -08 | Jan -09 | Feb -09 | Mar -09 | Total |
|---|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|------------|-------|
| All Crimes Cathays Sector | 392 | 395 | 415 | 409 | 332 | 405 | 417 | 446 | 431 | 376 | 381 | 413 | 4812 |
| All Crimes City Road | 17 | 18 | 28 | 20 | 8 | 18 | 32 | 25 | 17 | 21 | 17 | 16 | 242 |
| All Crimes Crwys Road | 16 | 13 | 20 | 12 | 8 | 13 | 8 | 21 | 21 | 3 | 26 | 26 | 193 |
| | | | | | | | | | | | | | |
| All Occurrences Cathays Sector | 1289 | 1234 | 1223 | 1135 | 1021 | 1230 | 1370 | 1337 | 1200 | 1240 | 1231 | 1389 | 14899 |
| All Occurrences City Road | 86 | 72 | 76 | 55 | 54 | 67 | 95 | 78 | 76 | 76 | 76 | 77 | 888 |
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| | | | | | | | | | | | | | |
| Violence Against Person Offences Cathays Sector | 40 | 40 | 51 | 35 | 37 | 32 | 52 | 56 | 49 | 50 | 34 | 35 | 511 |
| Violence Against Person Offences City Road | 4 | 6 | 7 | 4 | 0 | 4 | 4 | 8 | 4 | 6 | 4 | 2 | 53 |
| Violence Against Person Offences Crwys Road | 6 | 0 | 2 | 2 | 0 | 2 | 0 | 3 | 5 | 3 | 6 | 1 | 30 |
| | | | | | | | | | | | | | |
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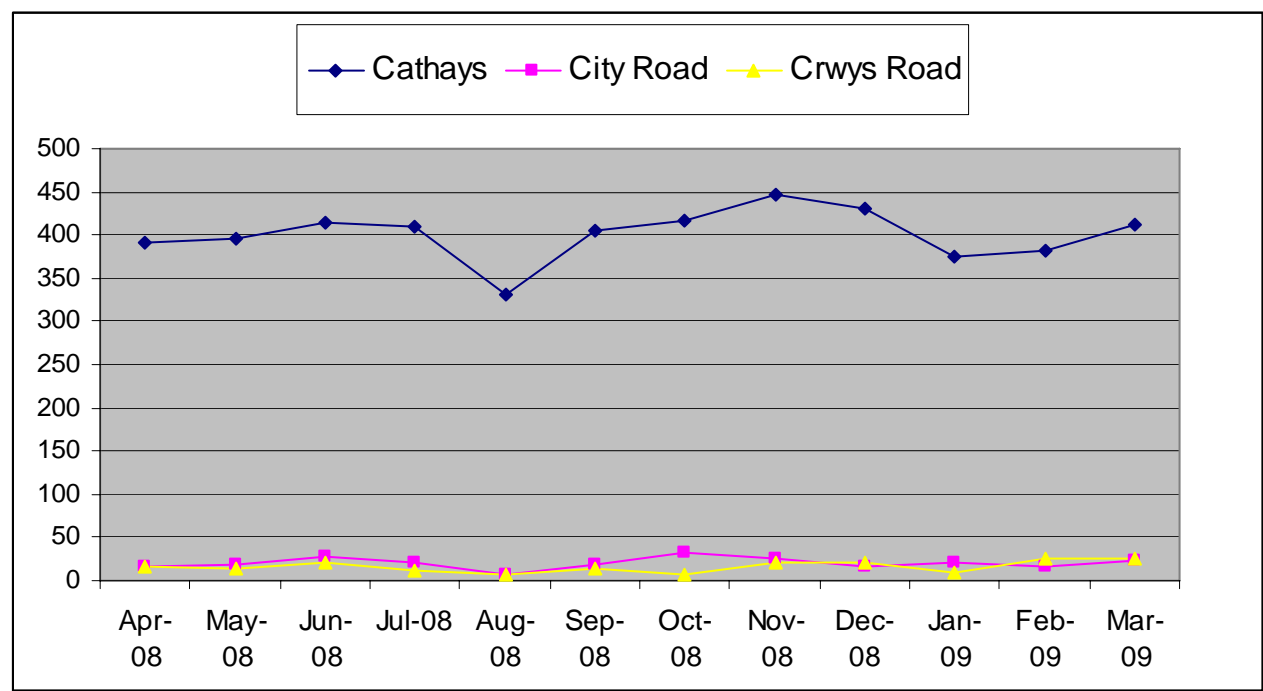
From this table the following three charts were constructed

ALL OCCURRENCES



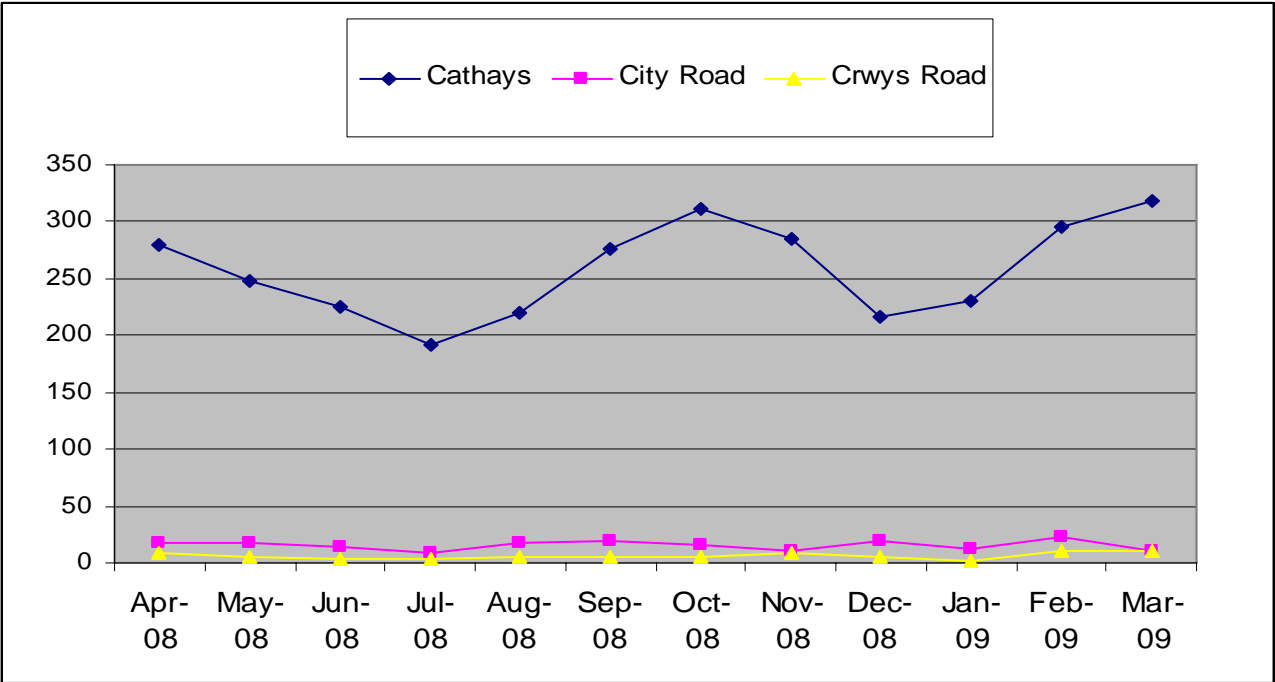
This chart shows that there are two main peaks within Cathays, these being from August to October 2008 and February to March 2009. It will also be noted that the occurrences in City Road generally follows a similar pattern to Cathays as a whole. Crwys Road also follows the Cathays pattern except between January and February where the Cathay occurrences decrease whereas there is a large rise in the Occurrences on Crwys Road.

ALL CRIMES



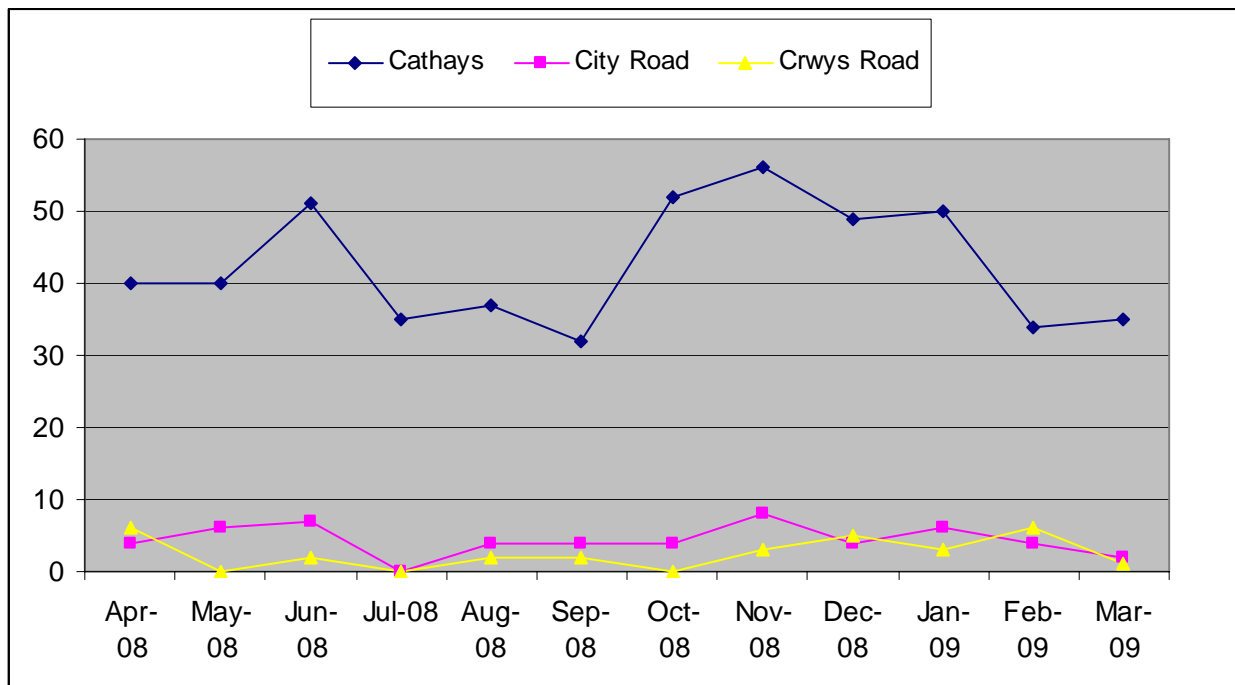
This chart shows that the crimes in the Cathays sector as a whole are fairly consistent; there is a big drop from July to August 2008 which rises again the following month. There is also a drop from December 2008 to January 2009 which then gradually rises back to the average amount over the next 2 months. There seems to be a slight peak from October to November 2008. The pattern is fairly similar in City Road except for 2 anomalies. From September to October there is only a rise in reported crimes of 12 and the rise in City Road is significantly higher, rising by 57%. Also from January to February 2009 the crimes in Cathays decreases whereas it rises on City Road. Crwys Road also follows the general pattern but from October to November 2008 and January to February 2009 the crimes in Cathays rises whereas they significantly drop on Crwys Road.

ANTI SOCIAL BEHAVIOUR OCCURRENCES



From this chart it can be seen that the ASB Occurrences are very volatile in Cathays. They continually drop from April to July 2008 then rise up to over 300 from July to October 2008. The next two months they drop back down and then rise back to over 300 from December 2008 to March 2009. This trend is followed on City Road except for February to March 2009 where Cathays rises and City Road Occurrences half. Again the trend is generally followed on Crwys Road also apart from between August and October 2008 where the Cathays occurrences rise and the Crwys Road occurrences plateau. Also where they rise in Cathays between December 2008 and January 2009 they drop to just 1 on Crwys Road from 5.

VIOLENCE AGAINST PERSON



This chart shows that Violence Against the person Offences have fluctuated throughout the year peaking at June and November 2008. The pattern is also followed mostly in City Road apart from when Cathays rises between September and October and City Road remains the same and between February and March when Cathays slightly rises, City Road drops. However figures for Crwys road differ greatly to that of Cathays. Where Cathays figures rise between April and May 2008, September and October 2008 and also February and March 2009 the figures and Crwys Road drop. Where Cathays figures drop between November and December 2008 and January and February 2009 Crwys Road figures rise. The most notable figure in the chart is that during July both City Road and Crwys Road recorded 0 violence against the person offences.

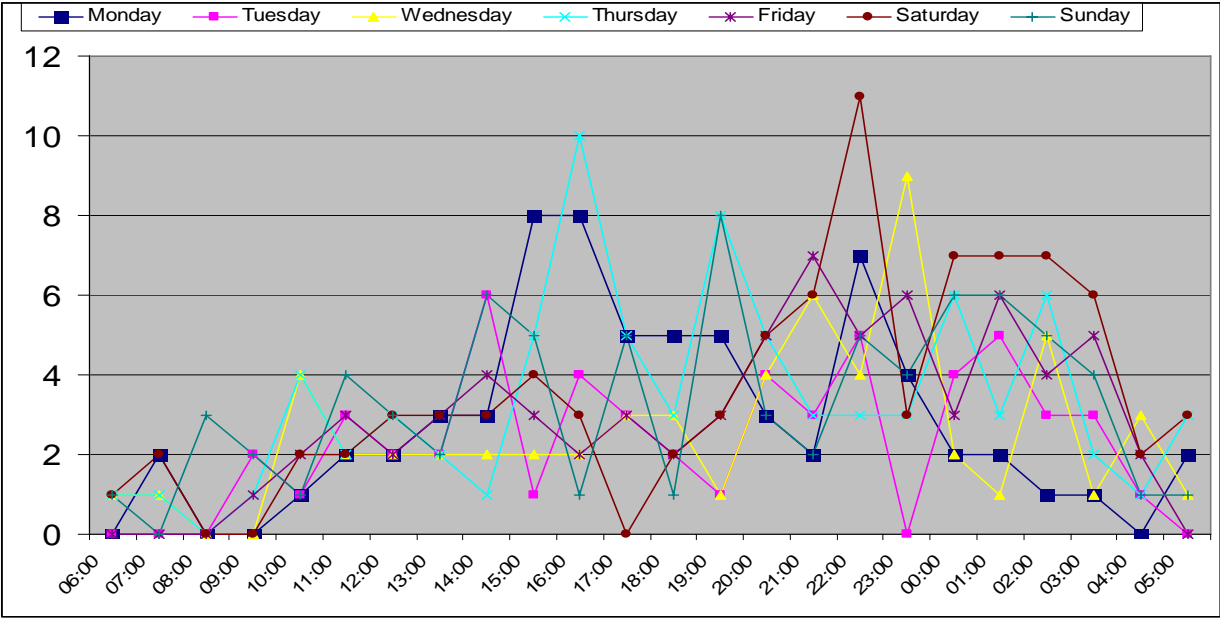
CRIME TO INCIDENT RATIO

| | Apr-08 | May-08 | Jun-08 | Jul-08 | Aug-08 | Sep-08 | Oct-08 | Nov-08 | Dec-08 | Jan-09 | Feb-09 | Mar-09 | Total |
|------------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|--------|-------|
| Cathays | 3.3 | 3.1 | 2.9 | 2.7 | 3.1 | 3.0 | 3.3 | 3.0 | 2.8 | 3.3 | 3.2 | 3.4 | 3.1 |
| City Road | 5.0 | 4.0 | 2.7 | 2.8 | 6.8 | 3.7 | 3.0 | 3.1 | 4.8 | 3.6 | 4.8 | 4.8 | 3.7 |
| Crwys Road | 3.6 | 2.5 | 2.7 | 2.9 | 4.5 | 3.2 | 5.4 | 2.7 | 2.3 | 13.0 | 2.2 | 2.3 | 4.1 |

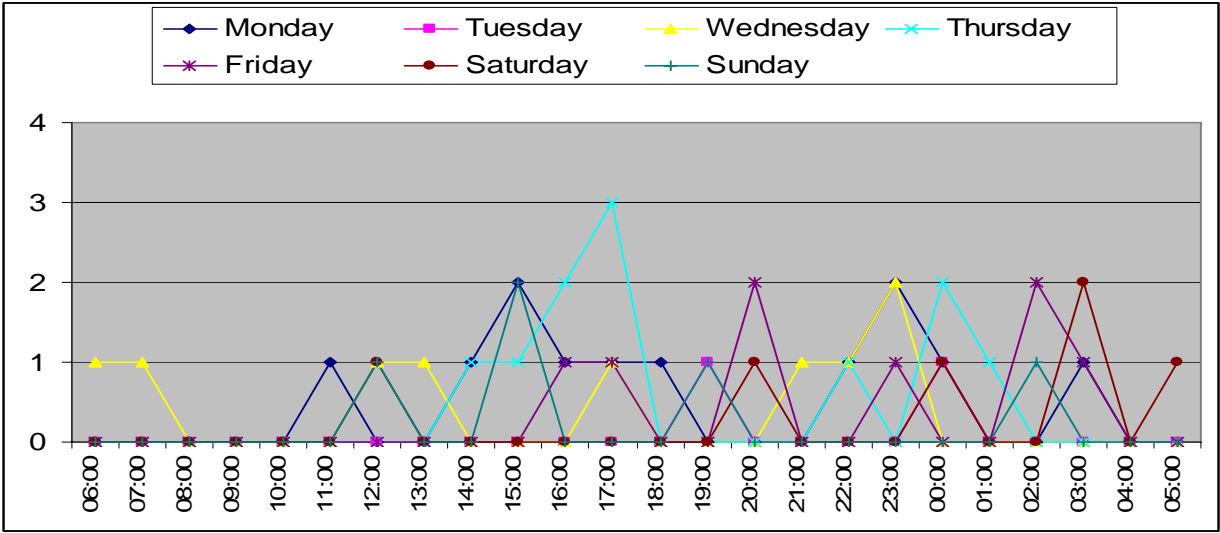
The above chart was developed which shows the incident to crime ratio i.e. the number of incidents per crime for the Cathays Sector as a whole compared to City Road and Crwys Road. It will be seen that the ratio is much higher in City Road and higher again in Crwys Road, than in Cathays as a whole. This therefore means that there are less crimes being committed per incident in City Road and Crwys Road than in the rest of Cathays.

Due to the small numbers of incidents of violence it is difficult to distinguish any patterns however the next set of charts will examine the times/days that offences of Violence against the person are committed. Each day will run from 6am to 6am i.e. 6am Monday to 6am Tuesday this will give a picture of the night time activity.

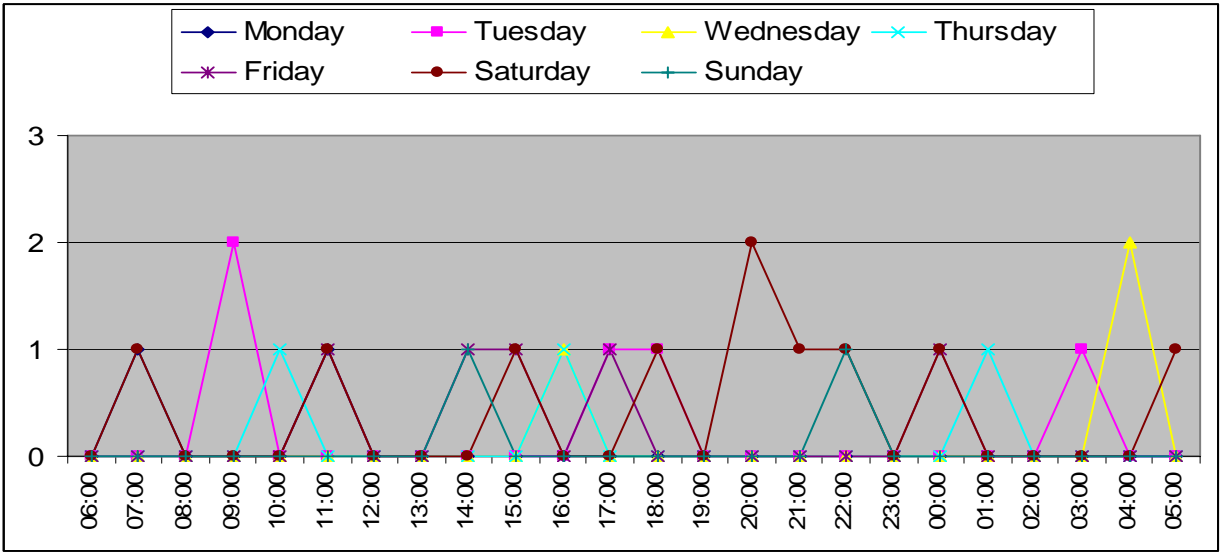
CATHAYS VIOLENCE AGAINST THE PERSON



CITY ROAD VIOLENCE AGAINST THE PERSON



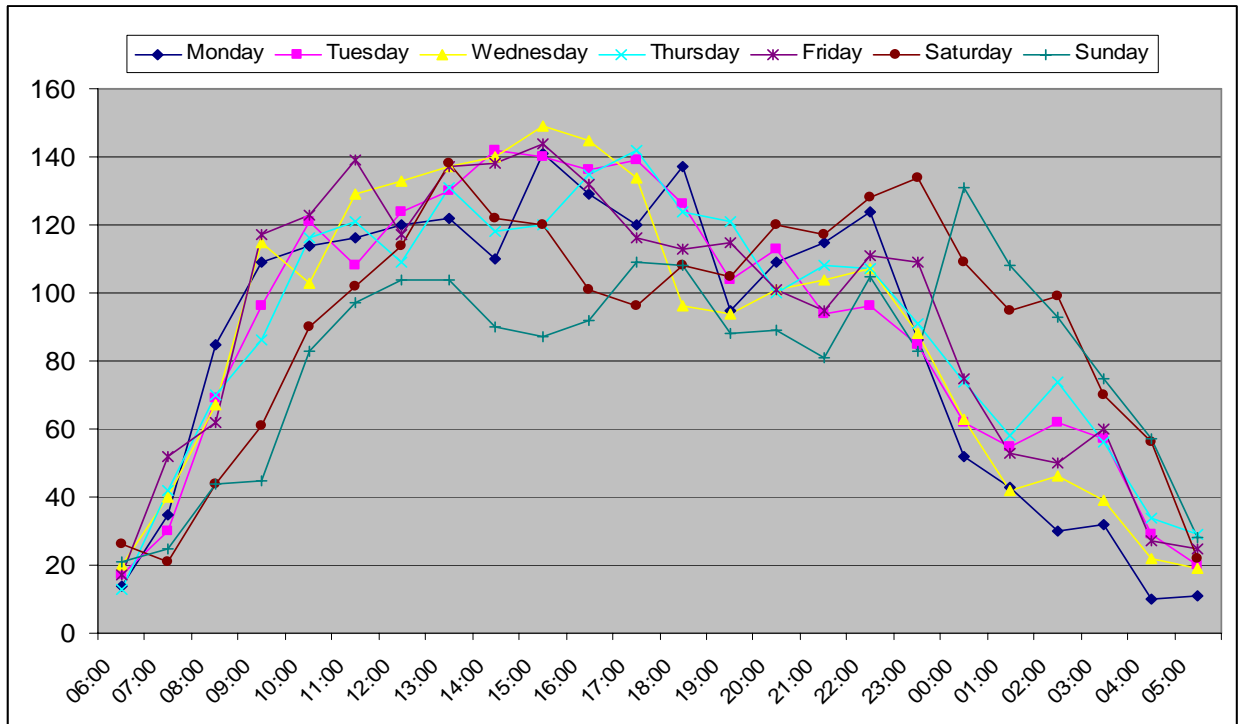
CRWYS ROAD VIOLENCE AGAINST THE PERSON



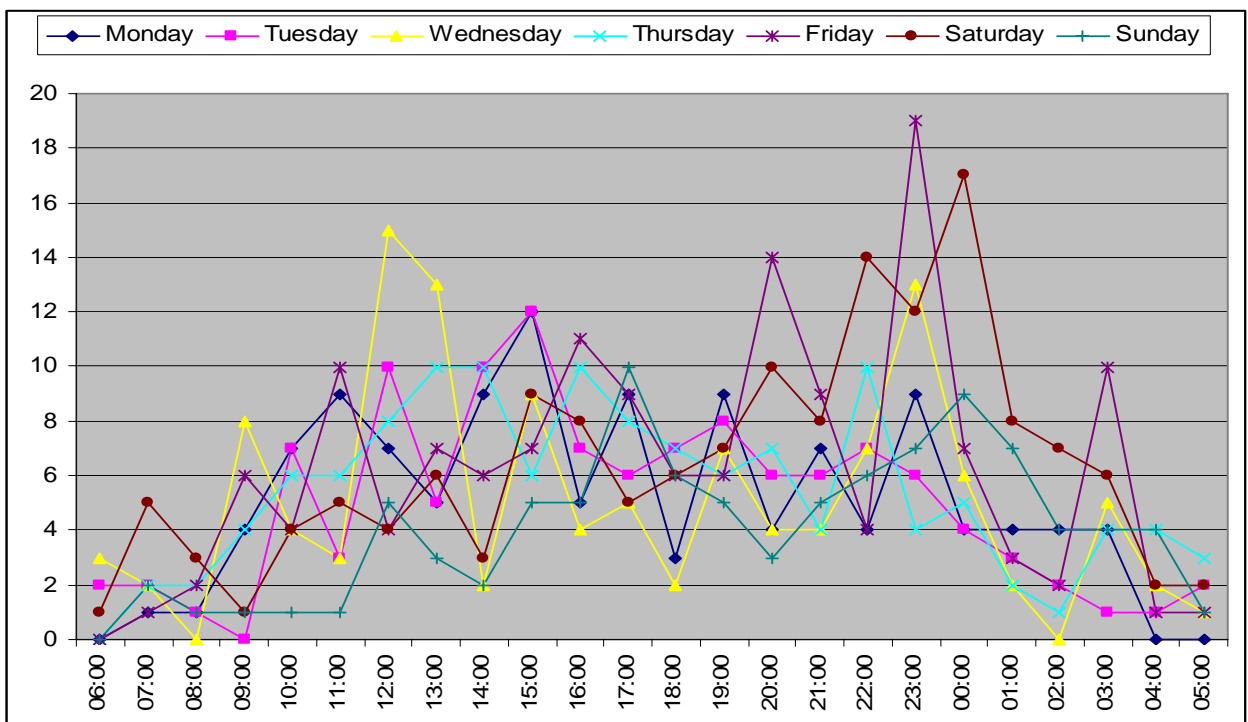
It will be noted from these charts that both City road and Crwys Road follow a similar pattern to the Cathays sector as a whole with regards to violent crime. The highest amount of activity in City Road is similar to Cathays being between 10:00 and 4:00 on Wednesdays, Fridays and Saturdays. The also seems to be on both an abnormally high amount of offences between 17:00 and 18:00 on a Thursday. Crwys Road however doesn't seem to follow the same pattern as the whole of Cathays with incidents being fairly consistent throughout the week. However both do seem to spike around 3:00 on a Wednesday.

Due to these findings the next set of charts were developed using all Occurrence data for the Cathays Sector.

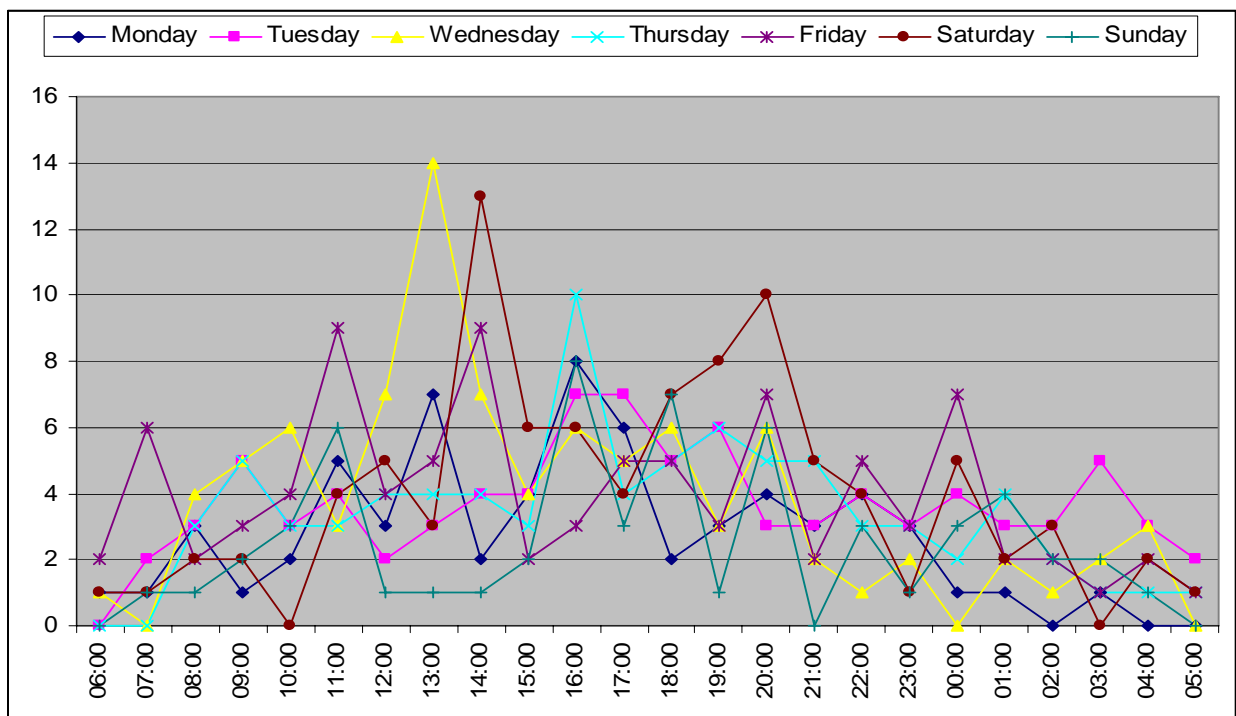
ALL OCCURRENCES CATHAYS SECTOR



ALL OCCURRENCES CITY ROAD



ALL OCCURRENCE CRWYS ROAD



From this set of charts we can see that the majority of occurrences in Cathays occur mainly between 11:00 and 19:00, which correlates with the most amount of occurrences in Crwys Road. However the figures for City Road read different to that of Cathays as a whole with the main spikes in the figures occurring between 23:00 and 1:00 primarily on Wednesdays, Fridays and Saturdays.

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